Meeting Date: SEP 03 1991

Agenda No.: B-1

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: Regional Urban Growth Goals and Objectives (RUGGO's)

BCC Informal September 3, 1991 (date) BCC Formal _____ (date)

DEPARTMENT: DES DIVISION: Planning and Development

CONTACT: R. Scott Pemble TELEPHONE: 248-3182

PERSON(S) MAKING PRESENTATION: _____

ACTION REQUESTED:

[X] INFORMATIONAL ONLY [ ] POLICY DIRECTION [ ] APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 30 Minutes

CHECK IF YOU REQUIRE OFFICIAL WRITTEN NOTICE OF THE ACTION: _____

BRIEF SUMMARY (include statement of rationale for action requested, as well as personnel and fiscal/budgetary impacts, if applicable):

An overview by Planning and Development Division staff of the proposed Regional Urban Growth Goals and Objectives (RUGGO) which will principally be used by Metropolitan Service District to guide future adjustments of the regional Urban Growth Boundary.

1991 AUG 27 PM 4:26
RECEIVED
MULTNOMAH COUNTY
OREGON
CLERK OF THE BOARD

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL: Pauline Anderson

OR

DEPARTMENT MANAGER: _____

(All accompanying documents must have required signatures)

Hanout #1
9-3-91
B-1

MULTNOMAH COUNTY OREGON

DEPARTMENT OF ENVIRONMENTAL SERVICES
DIVISION OF PLANNING
AND DEVELOPMENT
2115 S.E. MORRISON STREET
PORTLAND, OREGON 97214
(503) 248-3043

BOARD OF COUNTY COMMISSIONERS
GLADYS McCOY • CHAIR OF THE BOARD
PAULINE ANDERSON • DISTRICT 1 COMMISSIONER
GARY HANSEN • DISTRICT 2 COMMISSIONER
RICK BAUMAN • DISTRICT 3 COMMISSIONER
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

TO' **Board of County Commissioners**
Planning Commission

FROM: **R. Scott Pemble, *Acting Planning Director***
Dave Prescott, *Planner*

SUBJECT: **RUGGO Briefing Paper**

DATE: September 3, 1991

What is RUGGO?

Over 485,000 more people are expected in the Portland metropolitan area by the year 2010. This represents an increase of approximately one-third again the size of the existing urban population. How will the 24 cities, 3 counties and 130-plus special districts and school districts in the region going to maintain the existing quality of life as growth and the resulting changes occur. For the past two years, various METRO committees and hundreds of citizens have participated in meetings, conferences and workshops to discuss **Regional Urban Growth Goals and Objectives (RUGGO)** as a way to coordinate a common vision for a livable future between the region's cities, counties and districts. A clean environment, ample economic opportunities, adequate housing, good transportation, high-quality and cost-effective public services, and effective participatory government are but a few of the common values incorporated in **RUGGO**.

The Regional Urban Growth Goals and Objectives (RUGGO) have been developed to:

1) respond to the direction given to Metro by the legislature through ORS 268.380 to develop land use goals and objectives for the region which would replace those adopted by the Columbia Region Association of Governments;

2) provide a policy framework for guiding Metro's regional planning program, principally its development of functional plans and management of the region's urban growth boundary; and,

3) provide a process for coordinating planning in the metropolitan area to maintain metropolitan livability.

RUGGO will be used as the primary policy tool to shape the future form of the urban area and conversely protect and preserve the resource value of the urban fringe

The Format of RUGGO

The Regional Urban Growth Goals and Objectives consists of two main goals: Goal I - Regional Planning Process, and Goal II - Urban Form. Goal II includes three sub-goals: II.1 - Natural Environment, II.2 - Built Environment and II.3 - Growth Management.

The following summary of the main goals and sub-goals of RUGGO includes a brief description of each goal. Also included is an identification of key issues that staff believes the goal/sub-goal raises for Multnomah County.

Attached are (1) a Metro memorandum dated August 1, 1991 containing the full RUGGO text, and (2) the Metro brochure titled *Building a Livable Future* . The brochure summarizes RUGGO and includes a schedule of key activities in the ongoing RUGGO planning process.

Goal I: <u>Regional Planning Process</u>

Succinctly stated, Goal I sets forth the RUGGO planning process. The various components of the RUGGO planning process are identified via the six Objectives under Goal I: Citizen Participation, Regional Policy Advisory Committee, Applicability of RUGGO, Implementation Roles, Functional Planning Process, and Amendments to RUGGO. Following is a brief description of each objective. Boxed paragraphs contain issues of particular importance to Multnomah County.

Objective 1: Citizen Participation

Objective 1 directs Metro to develop and carry out a program for citizen participation in the regional planning program. The objective directs Metro to (1) form a Regional Citizen Involvement Coordinating Committee, and (2) develop programs for public notification. Metro's citizen participation program is

to be coordinated with, but not duplicate, local citizen participation programs.

Objective 2: Regional Policy Advisory Committee

Objective 2 directs Metro to establish a Regional Policy Advisory Committee to assist with the development and review of regional planning activities pertaining to land use and growth management. (All three counties have the same level of representation on the committee, one county commissioner and one elected official representing all the cities in each county.)

Objective 3: Applicability of RUGGO

Objective 3 sets forth the way in which RUGGO will apply to Metro functional plans, the Metro Urban Growth Boundary Plan, and city and county comprehensive plans.

Key County Issue: What is meant by the term "issues of regional concern" as identified in Section 3iii (page 8, lines 1-2)? Is this different from"areas and activities of metropolitan significance?"

Objective 4: Implementation Roles

Objective 4 sets forth the roles of Metro, cities, counties, special service districts, and the state in carrying out the Regional Urban Growth Goals and Objectives. (See Objective 4.3 starting at page 9, line 36 for the counties' implementation role,)

Objective 5: Functional Planning Process

Objective 5 addresses development by Metro of functional or limited-purpose plans that deal with **matters of metropolitan significance** such as air and water quality, transportation and solid waste, as mandated by state statute or approved by the Metro Council. New functional plans may only be approved by the Metro Council for an **area or activity of metropolitan significance.**

Key County Issue: Recommend using the term "**Regional**" versus "**Metropolitan**" to insure that the consideration of regional issues is not biased towards urban needs as opposed to preservation of rural resources. (i.e., What is good for the urban area may not be good for the rural area.)

Objective 6: Amendments to RUGGO

Objective 6 sets forth the process for amending the Regional Urban Growth Goals and Objectives

Goal II: Urban Form

Goal II seeks to maintain and enhance the region's livability by preserving environmental quality, by coordinating development of jobs, housing and public facilities, and by inter-relating benefits and consequences of growth in one part of the region with benefits and consequences of growth in another part. Goal II breaks down into the following sub-goals:

II.1: Natural Environment

Description: This sub-goal states that preservation, use and modification of the region's natural environment should maintain and enhance environmental quality and at the same time seek the wise use and preservation of a broad range of natural resources. Specific objectives address water resources, air quality, natural areas, parks and wildlife habitat, and protection of agricultural and forest resource lands. Following is a brief description of each objective. Boxed paragraphs contain issues of particular importance to Multnomah County.

Objective 7: Water Resources ≋

Objective 7 directs the region to coordinate planning and management of water resources to improve the quality of and assure availability of adequate quantities of surface water and groundwater

Key County Issue:

Albeit Objective 7 is a noble charge, the ability to quantify water needs for municipal, industrial, irrigation, fisheries, recreation, wildlife and aesthetic consumption will be a formidable, if not impossible challenge. It is unclear as to the area in which the analysis should take place, i.e., the urban area, the future urban area, and/or the rural area.

Objective 8: Air Quality

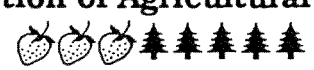
Objective 8 calls for maintenance and enhancement of air quality as growth occurs in the region. Targets include maintaining the visibility of the Cascade and Coast Ranges from the metro area.

Objective 9: Natural Areas, Parks and Wildlife Habitat

Objective 9 directs the region to acquire, protect and manage adequate amounts of open space appropriate for recreation, wildlife and plant habitat.

Key County Issues:

- This objective will require coordination of Multnomah County's Wildlife Corridor Study (NW Hills) with regional planning efforts. Also, we will need to prepare wildlife studies for the remainder of the county.
- Multnomah County will need to integrate its Willamette River Greenway (WRG) planning effort into a new regional WRG Plan.
- The County will need to amend its Comprehensive Framework Plan to reflect a region-wide system of trails and open space.

Objective 10: Protection of Agricultural and Forest Resource Lands 

Objective 10 calls for protection of agricultural and forest land from urbanization.

II.2: Built Environment

Description: This sub-goal states that development in the region should occur in a coordinated and balanced fashion through such strategies as: meeting regional housing needs through a "fair-share" approach; providing infrastructure as urban growth occurs; integrating land use planning/economic development program; and creating of a a balanced transportation system. Specific objectives address housing, public services and facilities, transportation and economic opportunity. Following is

a brief description of each objective. Boxed paragraphs contain issues of particular importance to Multnomah County.

Objective 11: Housing

Objective 11 calls for availability of a diverse range of housing types and densities to meet the varied income levels of home owners and renters in the region. Densities are to be supportive of public policy for development of the regional transportation system.

Objective 12: Public Services and Facilities

Objective 12 directs the planning and development of such services and facilities as public safety, water, sewer, parks, solid waste, storm water and libraries so as to minimize cost, maximize service efficiency, improve environmental quality, keep pace with development without diminishing existing service levels, use energy efficiently and shape and direct growth to meet local and regional objectives.

County Comment:

- This means Multnomah County will be a participant in the development of new functional plans which will consider a variety of regional urban service needs.

Objective 13: Transportation

Objective 13 directs development of a regional transportation system that: is *balanced* in terms of being multi-modal; provides adequate *levels of mobility* consistent with local, regional and state plans and policies; is *energy-efficient*; recognizes financial constraints; and, minimizes *environmental impact* of system development, operation and maintenance.

Objective 14: Economic Opportunity

Objective 14 calls for public policy to encourage the development of a diverse and sufficient supply of jobs, especially family wage jobs, in appropriate locations throughout the region.

II.3: Growth Management

Description: This sub-goal states that management of the urban land supply shall occur so as to encourage the evolution of an

efficient urban growth form with reduced sprawl; a clear distinction between urban and rural lands; and recognition of the inter-relationship between development of vacant land and redevelopment objectives in all parts of the urban region. Specific objectives address Urban/Rural Transition, Developed Urban Lands, Urban Growth Boundary and Urban Design. Following is a brief description of each objective. Boxed paragraphs contain issues of particular importance to Multnomah County.

Objective 15: Urban/Rural Transition

Objective 15 calls for maintaining a clear transition between urban and rural land by making use of natural and built landscape features in delineating the Urban Growth Boundary. The objective directs the identification and preservation of of historic, cultural, topographical and biological features that contribute to the region's identity and "sense of place."

The most significant feature of RUGGO is the concept of **Urban Reserves** explained under Objective 15.3 at pages 21-23. Urban Reserves are areas outside the present Urban Growth Boundary (UGB) and are identified as priority locations for future expansion of the UGB after the land inside the UGB has been developed (i.e., a 30 year supply beyond 20 year UGB supply).

Key County Comment

- What areas in Multnomah County could be Urban Reserves? Do those areas meet the RUGGO criteria for urban reserves? This will require Multnomah County to assess urban fringe areas for Urban reserve suitability.

Objective 16: Developed Urban Lands

Objective 16 directs the identification of obstacles to the continued development and redevelopment of existing urban land so that the urban area will continue to be attractive to development.

Key County Issues:

- Should the County require land divisions to occur in such a way that new lots are as close as possible to the minimum size allowed by the base zone? The issue frequently arises in cases involving oversized parcels where the applicant may wish to create only two lots where the zoning in fact would support as many as three or more lots.

Objective 17: Urban Growth Boundary

Objective 17 sets out Metro's responsibility for locating, amending and managing the regional Urban Growth Boundary (UGB) that separates a 20-year supply of urban and urbanizable land from the adjacent rural land.

Objective 18: Urban Design

Objective 18 calls for the identity and functioning of communities in the region to be supported through:

(i) recognition and protection of critical open space features;

(ii) policies that encourage diversity and excellence in design and development of settlement patters, landscapes and structures; and

(iii) incentives and regulations that encourage settlement patterns that: (a) are "pedestrian-friendly"; (b) encourage transit usage; (c) reinforce mixed-use neighborhood-oriented design; (d) encourage high densities and mixed used in relation to regional transit corridors; and (e) respond to needs for privacy, community and personal safety in an urban setting.

Key County Issues:

- The discussion of urban design (i.e., urban form) should occur before deciding the amount of land required for future adjustments to the UGB or the determination of urban reserve areas.

Handout #2
9-3-91

B-1

METRO

Memorandum

Planning and Development
2000 S.W. First Avenue
Portland, OR 97201-5398
(503) 221-1646

DATE: August 1, 1991

TO: Metropolitan Area Cities and Counties

FROM: Metro Councilor Jim Gardner, Chair, Urban Growth Management Plan Policy Advisory Committee

SUB: Metro Council Adoption of the Regional Urban Growth Goals and Objectives

On July 31, 1991, the Urban Growth Management Plan Policy Advisory Committee completed its work on the Regional Urban Growth Goals and Objectives and the by-laws for the proposed Regional Policy Advisory Committee (RPAC). The recommendations of the Policy Advisory Committee have been forwarded to the Metro Council, and the following hearings and open houses have been scheduled as part of the adoption process:

Monday, August 26, 4:30 - 9:00 pm, Metro Council Chambers

-- Open house to explain the goals and objectives and to assist citizens and others in the preparation of testimony.

Tuesday, August 27, 5:30 pm, Metro Council Chambers

-- Public hearing before Metro Council Transportation and Planning Committee

Monday, September 9, 4:30 - 9:00 pm, Metro Council Chambers

-- Open House to explain the goals and objectives and to assist citizens and others in the preparation of testimony

Tuesday, September 10, 5:30 pm, Metro Council Chambers

-- Public hearing before Metro Council Transportation and Planning Committee

Thursday, September 26, 5:30 pm, Metro Council Chambers

-- Public hearing before the full Metro Council

Adopting the goals and objectives is the beginning of a regional planning partnership that I and the rest of the Policy Advisory Committee believe can effectively address the issues accompanying urban growth in our region. I believe that you'll find considerable changes in the draft of the goals and objectives that have been submitted to the Metro Council. the Policy Advisory Committee has taken many of your comments to heart, as is evident in the revised document before you. Metro is committed to working closely with you in the years ahead and I look forward to your participation in this process.

Thank you for your time and consideration. Please feel free to contact myself, other Policy Advisory Committee members, or Ethan Seltzer or Mark Turpel in Metro's Planning and Development Department should you have any questions. Additional copies of the materials attached are available through Metro's Planning and Development Department.

cc: Metro Council
Urban Growth Management Plan Policy Advisory Committee
City Managers
County Administrators
Planning Directors

Urban Growth Management
Plan Policy Advisory
Committee Members

Jim Gardner, Metro Council, chair
2930 SW 2nd Avenue
Portland, OR 97201
326-2444

Roy Rogers, Washington County
Commission, representing Multnomah County
150 N. 1st Ave.
Hillsboro, OR 97124
620-2632

Pauline Anderson, Multnomah County
Commission, representing Multnomah County
1021 S.W. 4th Ave.
Portland, OR 97204
248-5220

Darlene Hooley, Chair, Clackamas County
Commission, representing Clackamas County
906 Main Street
Oregon City, OR 97045-1882
655-8581

Earl Blumenauer, Commissioner,
City of Portland, representing the City
of Portland
1220 S.W. 5th Avenue, Rm. 211
Portland, OR 97204
823-3589

Larry Cole, Mayor, City of Beaverton,
representing Washington County cities
P. O. Box 4755
Beaverton, OR 97076
526-2222

Gussie McRobert, Mayor, City of
Gresham, representing Multnomah
County cities
1333 N.W. Eastman Parkway
Gresham, OR 97030-3825
661-3000

Alice Schlenker, Mayor, City of Lake Oswego
representing Clackamas County cities
P. O. Box 369
Lake Oswego, OR 97034
635-0215

Lawrence Bauer, Metro Councilor,
representing the Metro Council
8745 SW Maverick #610
Beaverton, OR 97005
221-1646

Susan McLain, Metro Councilor,
representing the Metro Council
2510 Mills Lane
Forest Grove, OR 97116
221-1646

Richard Devlin, Metro Councilor
representing the Metro Council
8264 S.W. Seminole Trail
Tualatin, OR 97062
692-5240

Mike Nelson, President, GSL Properties,
representing land development interests
2560 NW Robinia Lane
Portland, OR 97229
224-2554

Charlie Hales, Home Builders Association
of Metropolitan Portland, representing land
development interests
Home Builders Association
15555 S.W. Bangy Rd.
Lake Oswego, OR 97035
684-1880

Henry Richmond, Executive Director,
1000 Friends of Oregon, representing
land conservation interests
1000 Friends of Oregon
534 S.W. 3rd Avenue, #300
Portland, OR 97204
223-4396

Ken Buelt, representing land conservation
interests
7855 N.W. Milne Rd.
Cornelius, OR 97113

Don McClave, President, Portland Chamber
of Commerce, representing business interests
Portland Chamber of Commerce
221 N.W. 2nd Ave
Portland, OR 97209
228-9411

John Miller, representing citizen interests
8959 SW Boones Ferry Rd.
Portland, OR 97219
768-7243

Bill Young, Water Resources Department (ex officio)
representing state agencies

Urban Growth Management
Plan Technical Advisory
Committee Members

Richard Carson, Director, Planning and Development Department, Metro, Chair

Scott Pemble, Acting Planning Director
Multnomah County

Norm Scott, Planning Department,
Clackamas County

Brent Curtis, Planning Director,
Washington County

Bob Stacey, Planning Director,
City of Portland

Scott Cline, Planning Director,
City of Troutdale

Tom Coffee, Planning Director,
City of Lake Oswego

Denyse McGriff, Planning Director,
City of Oregon City

Karl Mawson, Planning Director,
City of Forest Grove

Wink Brooks, Planning Director,
City of Hillsboro

Jim Sitzman, regional representative,
Oregon Department of Land Conservation and Development

Terry Wilson, Grubb and Ellis

Mary Dorman, Dorman, White Company

Jacqueline Thomas, Clackamas County CPOs

Pat Kliewer, Washington County CPOs

Burton Weast, Executive Director, Special Districts Associations of Oregon

Mary Weber, Project Manager, Tualatin Valley Economic Development Corporation, Inc.

Paul Ketcham, Senior Planner,
1000 Friends of Oregon

Andy Cotugno, Director, Transportation
Department, Metro

STAFF REPORT

ORDINANCE NO. 91-418: AN ORDINANCE REPEALING THE COLUMBIA REGION ASSOCIATION OF GOVERNMENTS LAND USE GOALS AND OBJECTIVES AND ADOPTING THE REGIONAL URBAN GROWTH GOALS AND OBJECTIVES

July 30, 1991 Staff: Richard H. Carson
Ethan Seltzer

BACKGROUND

Urban growth is changing the region. The growth experienced in the past five years, and expected in the next 20, is and will challenge this region's distinctive urban quality of life. In addition, the urban land supply contained within the region's Urban Growth Boundary (UGB) is being consumed, and we are fast approaching a whole host of crucial policy questions regarding urban form. Metro's enabling statutes called for the creation of regional land use goals and objectives to guide those policy discussions.

On December 22, 1988, the Metro Council adopted the Urban Growth Boundary Periodic Review Workplan (Resolution No. 88-1021), directing staff to begin preparation of an "Urban Growth Management Plan". In addition to addressing the Periodic Review Notice for the Urban Growth Boundary, furnished to Metro by the Land Conservation and Development Commission, the workplan identified the crafting of Regional Urban Growth Goals and Objectives (RUGGO's) as the core of the proposed growth management planning effort. The purpose of the goals and objectives was to provide a policy framework for Metro's management of the urban growth boundary, and for the coordination of Metro functional plans with that effort and each other. The goals and objectives, therefore, would provide the policy framework needed to address the urban form issues accompanying the growth of the metropolitan area.

In March of 1989, an Urban Growth Management Plan Policy Advisory Committee (PAC) and Technical Advisory Committee (TAC) were appointed by the Council to guide the periodic review effort, including the preparation of the goals and objectives. Since April of 1989, a period of 27 months, the PAC has met 28 times and the TAC has met 31 times. A brief chronology of the project is as follows:

March, 1989	PAC and TAC appointed.
Fall, 1989	Growth Issues Workshops held throughout the region for citizens, jurisdiction technical staff, and elected and appointed officials of cities, counties, school districts, and special districts - 200 participated.
January, 1990	First Annual Regional Growth Conference - 425 attended.
July, 1990	PAC completes first draft of RUGGO's.
August, 1990 - January, 1991	74 meetings held with cities, counties, citizen groups, public workshops, business organizations, and others to review and

	receive comment on PAC RUGGO draft.
March, 1991	Second Annual Regional Growth Conference - 720 attended.
July, 1991	PAC completes review and revision of RUGGO's based on fall review process comments and conference comments.
August, 1991	RUGGO's transmitted to Council for adoption.

Other steps taken to make the development of the RUGGO's a public process have included publication of "Metro Planning News" (12 issues to date, circulation of 5200 includes all jurisdictions, neighborhood associations, and CPO's, as well as other interested organizations, individuals, and agencies), Mailing of PAC and TAC agenda materials to lists of about 130 each (including all planning directors in the region), and numerous public presentations, UGB tours, and participation in other public events.

The RUGGO's are divided into two main sections. The first, Goal I, deals with the regional planning process. For the first time, Goal I explains the process that Metro will use for carrying out its regional planning responsibilities, and specifies the relationship between Metro planning authority, and the planning authority of cities and counties. In many respects, it is the first written explanation of the land use planning responsibilities given to Metro in its enabling legislation.

Goal I calls for the creation of a regional Citizen Involvement Committee to advise Metro on ways to better involve citizens in the regional planning program. Goal I also calls for the creation of an ongoing Regional Policy Advisory Committee (RPAC) to provide advice to the Council regarding Metro's regional planning program and activities. Significantly, Goal I limits the applicability of the RUGGO's to Metro functional plans and management of the UGB. Any application of the RUGGO's to the comprehensive plans of cities and counties can only occur through the preparation of a functional plan or through some aspect of the management of the UGB. The RUGGO's do not apply directly to city and county comprehensive plans or to site-specific land use actions.

The second section, Goal II, deals with urban form. The RUGGO's are not a plan, nor do they provide a single vision for the future development of the region. Rather, the RUGGO's, in Goal II, provide a range of "building blocks" in response to the issues accompanying urban growth. The elements of Goal II can be arranged in a variety of ways, depending on the policy objectives of the region, and therefore suggest but do not specify alternative regional development patterns. Goal II is envisioned as a starting point for Metro's regional planning program, with further refinement and change expected as the next phases of planning work are completed.

The RUGGO's will be used to guide the development of UGB amendment procedures, a central product expected of periodic review of the UGB. The RUGGO's will also be used as the primary policy guidance for the Region 2040 Study, now being formulated jointly by the Transportation and the Planning and Development Departments.

Ordinance No. 91-418 will be before the Metro Council for first reading on August 8, 1991. The Transportation and Planning Committee has scheduled public hearings on the

ordinance on August 27, 1991, and September 10, 1991. The RUGGO's will be back before the Metro Council for hearing and adoption on September 26, 1991. To assist interested parties with preparing testimony, RUGGO "open houses" have been scheduled for August 26, 1991, and September 9, 1991, from 4:30 - 9:00 pm. Metro is sending out approximately 5500 fliers describing the RUGGO's to publicize the hearings and the open houses. In addition, every jurisdiction in the region is receiving separate notification, and the hearings will be publicized through the news media. An additional 2500 fliers will be distributed by hand throughout the region through citizen, civic, and business organizations.

In addition to adopting the RUGGO's, Ordinance 91-418 formally repeals the Columbia Region Association of Governments (CRAG) Goals and Objectives, adopted on September 30, 1976, and left in place by the Legislature until Metro adopted its own goals and objectives. The CRAG goals and objectives are now out of date and represent a legal liability to all of Metro's existing and anticipated planning efforts. Finally, accompanying the Ordinance to Council on September 26, 1991, will be a separate resolution for the adoption of the RPAC by-laws and comments on the proposed workplan for the next steps in this process.

EXECUTIVE OFFICER'S RECOMMENDATION

The Executive Officer recommends adoption of Ordinance No. 91-418.

ES/es
7/30/91

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

AN ORDINANCE REPEALING THE COLUMBIA REGION ASSOCIATION OF GOVERNMENTS LAND USE GOALS AND OBJECTIVES AND ADOPTING THE REGIONAL URBAN GROWTH GOALS AND OBJECTIVES	)))))	ORDINANCE NO. 91-418 Introduced by the Executive Officer

WHEREAS Metro has been directed by the Oregon State Legislature (Oregon Revised Statutes Chapter 268, Section 380(1)) to develop land use goals and objectives for the Portland metropolitan region. Prior to adoption of those goals and objectives, the Columbia Region Association of Governments (CRAG) Goals and Objectives, adopted September 30, 1976 by the CRAG Board, have remained in effect by operation of 1977 Oregon Laws, Chapter 665 Section 25; and

WHEREAS Regional Goals and Objectives are intended to provide Metro with the policy framework needed to guide the District's regional planning program. All Metro functional plans and its management of the Urban Growth Boundary must be consistent with the District's goals and objectives; and

WHEREAS Metro has forecasted population growth of about 310,000 within the existing urban growth boundary between 1989 and 2010. In addition, the changes accompanying urban growth have begun to affect quality of life in the region. This kind of growth and these kinds of changes are not unique to this region. However, maintaining the livability of this region as it grows requires a fundamental examination of the policy framework used by Metro to guide its regional planning; and

WHEREAS To comply with its statutory requirements and in recognition of the

challenges posed by urban growth, Metro elected to begin development of Regional Urban Growth Goals and Objectives in March of 1989. Policy and Technical Advisory Committees were formed, and have met continuously since then.

THE COUNCIL OF THE METROPOLITAN SERVICE DISTRICT HEREBY ORDAINS:

Section 1. The Regional Urban Growth Goals and Objectives, included in this ordinance as Attachment A, is hereby adopted as Metro's regional land use goals and objectives.

Section 2. Metro's goals and objectives are consistent with the Statewide Land Use Planning Goals. Findings of consistency are included in this ordinance as Attachment B are hereby adopted.

Section 3. The CRAG Goals and Objectives, adopted September 30, 1976 by the CRAG Board, are hereby repealed and replaced by the Regional Urban Growth Goals and Objectives.

ADOPTED by the Council of the Metropolitan Service District

this _____ day of _____, 1991.

_____
Tanya Collier, Presiding Officer

ATTEST:

_____
Clerk of the Council

ES/es
7/30/91

July 16, 1991 **ATTACHMENT A**

CONTENTS

Introduction 2

Background Statement 3

Planning for the Future of the Portland Metropolitan Area 5

Goal I: Regional Planning Process 6

- Objective 1: Citizen Participation 6
- Objective 2: Regional Policy Advisory Committee 6
- Objective 3: Applicability of Regional Urban Growth Goals and Objectives 7
- Objective 4: Implementation Roles 9
- Objective 5: Functional Planning Process 10
- Objective 6: Amendments to the Regional Urban Growth Goals and Objectives 12

Goal II: Urban Form 12

- II.1 Natural Environment 13
- Objective 7: Water Resources 13
- Objective 8: Air Quality 13
- Objective 9: Natural Areas, Parks, and Wildlife Habitat 14
- Objective 10: Protection of Agricultural and Forest Resource Lands 15

- II.2 Built Environment 16
- Objective 11: Housing 16
- Objective 12: Public Services and Facilities 17
- Objective 13: Transportation 18
- Objective 14: Economic Opportunity 20

- II.3 Growth Management 21
- Objective 15: Urban/Rural Transition 21
- Objective 16: Developed Urban Land 23
- Objective 17: Urban Growth Boundary 25
- Objective 18: Urban Design 26

Glossary 28

INTRODUCTION

The Regional Urban Growth Goals and Objectives (RUGGO) have been developed to:

1) respond to the direction given to Metro by the legislature through ORS chapter 268.380 to develop land use goals and objectives for the region which would replace those adopted by the Columbia Region Association of Governments;

2) provide a policy framework for guiding Metro's regional planning program, principally its development of functional plans and management of the region's urban growth boundary; and

3) provide a process for coordinating planning in the metropolitan area to maintain metropolitan livability.

The RUGGO's are envisioned not as a final plan for the region, but as a starting point for developing a more focused vision for the future growth and development of the Portland area. Hence, the RUGGO's are the building blocks with which the local governments, citizens, and other interests can begin to develop a shared view of the future.

This document begins with the broad outlines of that vision. There are two principal goals, the first dealing with the planning process and the second outlining substantive concerns related to urban form. The "subgoals" (in Goal II) and objectives clarify the goals. The planning activities reflect priority actions that need to be taken at a later date to refine and clarify the goals and objectives further.

BACKGROUND STATEMENT

Planning for and managing the effects of urban growth in this metropolitan region involves 24 cities, three counties, and more than 130 special service districts and school districts, including Metro. In addition, the State of Oregon, Tri-Met, the Port of Portland, and the Boundary Commission all make decisions which affect and respond to regional urban growth. Each of these jurisdictions and agencies has specific duties and powers which apply directly to the tasks of urban growth management.

However, the issues of metropolitan growth are complex and inter-related. Consequently, the planning and growth management activities of many jurisdictions are both affected by and directly affect the actions of other jurisdictions in the region. In this region, as in others throughout the country, coordination of planning and management activities is a central issue for urban growth management.

Nonetheless, few models exist for coordinating growth management efforts in a metropolitan region. Further, although the legislature charged Metro with certain coordinating responsibilities, and gave it powers to accomplish that coordination, a participatory and cooperative structure for responding to that charge has never been stated.

As urban growth in the region generates issues requiring a multijurisdictional response, a "blueprint" for regional planning and coordination is critically needed. Although most would agree that there is a need for coordination, there is a wide range of opinion regarding how regional planning to address issues of regional significance should occur, and under what circumstances Metro should exercise its coordination powers.

Goal I addresses this coordination issue in the region for the first time by providing the process that Metro will use to address areas and activities of metropolitan significance. The process is intended to be responsive to the challenges of urban growth while respecting the powers and responsibilities of a wide range of interests, jurisdictions, and agencies.

Goal II recognizes that this region is changing as growth occurs, and that change is challenging our assumptions about how urban growth will affect quality of life. For example:

-- overall, the number of vehicle miles travelled in the region has been increasing at a rate far in excess of the rate of population and employment growth;

-- the greatest growth in traffic and movement is within suburban areas, rather than between suburban areas and the central downtown district;

-- in the year 2010 Metro projects that 70% of all "trips" made daily in the region will occur within suburban areas;

-- currently transit moves about 3% of the travellers in the region on an average

workday;

-- to this point the region has accommodated most forecasted growth on vacant land within the urban growth boundary, with redevelopment expected to accommodate very little of this growth;

-- single family residential construction is occurring at less than maximum planned density;

-- rural residential development in rural exception areas is occurring in a manner and at a rate that may result in forcing the expansion of the urban growth boundary on important agricultural and forest resource lands in the future;

-- a recent study of urban infrastructure needs in the state has found that only about half of the funding needed in the future to build needed facilities can be identified.

Add to this list growing citizen concern about rising housing costs, vanishing open space, and increasing frustration with traffic congestion, and the issues associated with the growth of this region are not at all different from those encountered in other west coast metropolitan areas such as the Puget Sound region or cities in California. The lesson in these observations is that the "quilt" of 27 separate comprehensive plans together with the region's urban growth boundary is not enough to effectively deal with the dynamics of regional growth and maintain quality of life.

The challenge is clear: if the Portland metropolitan area is going to be different than other places, and if it is to preserve its vaunted quality of life as an additional 485,000 people move into the 4-county urban area between 1989 and 2010, then a cooperative and participatory effort to address the issues of growth must begin now. Further, that effort needs to deal with the issues accompanying growth -- increasing traffic congestion, vanishing open space, speculative pressure on rural farm lands, rising housing costs, diminishing environmental quality -- in a common framework. Ignoring vital links between these issues will limit the scope and effectiveness of our approach to managing urban growth.

Goal II provides that broad framework needed to address the issues accompanying urban growth.

PLANNING FOR A VISION OF GROWTH IN THE PORTLAND METROPOLITAN AREA

As the metropolitan area changes, the importance of coordinated and balanced planning programs to protect the environment and guide development becomes increasingly evident.

By encouraging efficient placement of jobs and housing near each other, along with supportive commercial and recreational uses, a more efficient development pattern will result.

An important step toward achieving this planned pattern of regional growth is the integration of land uses with transportation planning, including mass transit, which will link together mixed use urban centers of higher density residential and commercial development.

The region must strive to protect and enhance its natural environment and significant natural resources. This can best be achieved by integrating the important aspects of the natural environment into a regional system of natural areas, open space and trails for wildlife and people. Special attention should be given to the development of infrastructure and public services in a manner that complements the natural environment.

A clear distinction must be created between the urbanizing areas and rural lands. Emphasis should be placed upon the balance between new development and infill within the region's urban growth boundary and the need for future urban growth boundary expansion. This regional vision recognizes the pivotal role played by a healthy and active central city, while at the same time providing for the growth of other communities of the region.

Finally, the regional planning program must be one that is based on a cooperative process that involves the residents of the metropolitan area, as well as the many public and private interests. Particular attention must be given to the need for effective partnerships with local governments because they will have a major responsibility in implementing the vision. It is important to consider the diversity of the region's communities when integrating local comprehensive plans into the pattern of regional growth.

GOAL I: REGIONAL PLANNING PROCESS

Regional planning in the metropolitan area shall:

I.i) identify and designate areas and activities of metropolitan significance through a participatory process involving citizens, cities, counties, special districts, school districts, and state and regional agencies;

I.ii) occur in a cooperative manner in order to avoid creating duplicative processes, standards, and/or governmental roles.

These goals and objectives shall only apply to acknowledged comprehensive plans of cities and counties when implemented through functional plans or the acknowledged urban growth boundary plan.

OBJECTIVE 1. CITIZEN PARTICIPATION

Metro shall develop and implement an ongoing program for citizen participation in all aspects of the regional planning program. Such a program shall be coordinated with local programs for supporting citizen involvement in planning processes, and shall not duplicate those programs.

1.1 - Regional Citizen Involvement Coordinating Committee - Metro shall establish a Regional Citizen Involvement Coordinating Committee to assist with the development of its citizen involvement program and to advise the Regional Policy Advisory Committee regarding ways to best involve citizens in regional planning activities.

1.2 - Notification - Metro shall develop programs for public notification, especially for (but not limited to) proposed legislative actions, that ensure a high level of awareness of potential consequences as well as opportunities for involvement on the part of affected citizens, both inside and outside of its district boundaries.

OBJECTIVE 2. REGIONAL POLICY ADVISORY COMMITTEE

The Metro Council shall establish a Regional Policy Advisory Committee to:

2.i) assist with the development and review of Metro's regional planning activities pertaining to land use and growth management, including review and implementation of these goals and objectives, present and prospective functional planning, and management and review of the region's urban growth boundary;

2.ii) serve as a forum for identifying and discussing areas and activities of metropolitan or subregional significance; and

2.iii) provide an avenue for involving all cities and counties and other interests in the development and implementation of growth management strategies.

2.1 - Regional Policy Advisory Committee Composition - The Regional Policy Advisory Committee (RPAC) shall be chosen according to the by-laws adopted by the Metro Council. The voting membership shall include elected officials of cities, counties, and the Metro Council as well as representatives of the State of Oregon and citizens. The composition of the Committee shall reflect the partnership that must exist among implementing jurisdictions in order to effectively address areas and activities of metropolitan significance, with a majority of the voting members being elected officials from within the Metro District boundaries.

2.2 - Advisory Committees - The Metro Council, consistent with the RPAC by-laws, shall appoint technical advisory committees, task forces, and other bodies as it and the Regional Policy Advisory Committee determine a need for such bodies.

2.3 - Joint Policy Advisory Committee on Transportation (JPACT) - JPACT with the Metro Council shall continue to perform the functions of the designated Metropolitan Planning Organization as required by federal transportation planning regulations. JPACT and the Regional Policy Advisory Committee shall develop a coordinated process, to be approved by the Metro Council, to assure that regional land use and transportation planning remains consistent with these goals and objectives and with each other.

OBJECTIVE 3. APPLICABILITY OF REGIONAL URBAN GROWTH GOALS AND OBJECTIVES

These Regional Urban Growth Goals and Objectives have been developed pursuant to ORS 268.380(1). Therefore, they comprise neither a comprehensive plan under ORS 197.015(5) nor a functional plan under ORS 268.390(2). All functional plans prepared by Metro shall be consistent with these goals and objectives. Metro's management of the Urban Growth Boundary shall be guided by standards and procedures which must be consistent with these goals and objectives. These goals and objectives shall not apply directly to site-specific land use actions, including amendments of the urban growth boundary.

These Regional Urban Growth Goals and Objectives shall apply to adopted and acknowledged comprehensive land use plans as follows:

3.i) A regional functional plan, itself consistent with these goals and objectives, may recommend or require amendments to adopted and acknowledged comprehensive land use plans; or

3.ii) The management and periodic review of Metro's acknowledged Urban Growth Boundary Plan, itself consistent with these goals and objectives, may require changes in adopted and acknowledged land use plans; or

3.iii) The Regional Policy Advisory Committee may identify and propose issues of regional concern, related to or derived from these goals and objectives, for consideration by cities and counties at the time of periodic review of their adopted and acknowledged comprehensive plans.

3.1 - Urban Growth Boundary Plan - The Urban Growth Boundary Plan has two components:

3.1.1) The acknowledged urban growth boundary line; and

3.1.2) Acknowledged procedures and standards for amending the urban growth boundary line.

Metro's Urban Growth Boundary is not a regional comprehensive plan but a provision of the comprehensive plans of the local governments within its boundaries. The location of the urban growth boundary line shall be consistent with applicable statewide planning goals and these goals and objectives. Amendments to the urban growth boundary line shall demonstrate consistency only with the acknowledged procedures and standards.

3.2 - Functional Plans - Regional functional plans containing recommendations for comprehensive planning by cities and counties may or may not involve land use decisions. Functional plans are not required by the enabling statute to include findings of consistency with statewide land use planning goals. If provisions in a functional plan, or actions implementing a functional plan require changes in an adopted and acknowledged comprehensive land use plan, then that action may be a land use action required to be consistent with the statewide planning goals.

3.3 - Periodic Review of Comprehensive Land Use Plans - At the time of periodic review for comprehensive land use plans in the region the Regional Policy Advisory Committee:

3.3.1) shall assist Metro with the identification of functional plan provisions or changes in functional plans adopted since the last periodic review for inclusion in periodic review notices as changes in law; and

3.3.2) may provide comments during the periodic review of adopted and acknowledged comprehensive plans on issues of regional concern.

3.4 - Periodic Review of the Regional Urban Growth Goals and Objectives - If statute changes are made to ORS 197 to allow acknowledgement of these goals and objectives as the means for meeting the statutory requirement that these goals and objectives be consistent with statewide planning goals, then this section will apply. The Regional Policy Advisory Committee shall consider the periodic review notice for these goals and objectives and recommend a periodic review process for adoption by the Metro Council.

OBJECTIVE 4. IMPLEMENTATION ROLES

Regional planning and the implementation of these Regional Urban Growth Goals and Objectives shall recognize the inter-relationships between cities, counties, special districts, Metro, regional agencies, and the State, and their unique capabilities and roles.

4.1 - Metro Role - Metro shall:

4.1.1) identify and designate areas and activities of metropolitan significance;

4.1.2) provide staff and technical resources to support the activities of the Regional Policy Advisory Committee;

4.1.3) serve as a technical resource for cities, counties, and other jurisdictions and agencies;

4.1.4) facilitate a broad-based regional discussion to identify appropriate strategies for responding to those issues of metropolitan significance; and

4.1.5) coordinate the efforts of cities, counties, special districts, and the state to implement adopted strategies.

4.2 - Role of Cities -

4.2.1) adopt and amend comprehensive plans;

4.2.2) identify potential areas and activities of metropolitan significance;

4.2.3) cooperatively develop strategies for responding to designated areas and activities of metropolitan significance;

4.2.4) participate in the review and refinement of these goals and objectives.

4.3 - Role of Counties -

4.3.1) adopt and amend comprehensive plans;

4.3.2) identify potential areas and activities of metropolitan significance;

4.3.3) cooperatively develop strategies for responding to designated areas and activities of metropolitan significance;

4.3.4) participate in the review and refinement of these goals and objectives.

4.4 - Role of Special Service Districts - Assist Metro with the identification of areas and activities of metropolitan significance and the development of strategies to address them, and participate in the review and refinement of these goals and objectives.

4.5 - Role of the State of Oregon - Advise Metro regarding the identification of areas and activities of metropolitan significance and the development of strategies to address them, and participate in the review and refinement of these goals and objectives.

OBJECTIVE 5. FUNCTIONAL PLANNING PROCESS

Functional plans are limited purpose plans, consistent with these goals and objectives, which address designated areas and activities of metropolitan significance.

5.1 - Existing Functional Plans - Metro shall continue to develop, amend, and implement, with the assistance of cities, counties, special districts, and the state, statutorily required functional plans for air, water, and transportation, as directed by ORS 268.390(1), and for solid waste as mandated by ORS chapter 459.

5.2 - New Functional Plans - New functional plans shall be proposed from one of two sources:

5.2.1) The Regional Policy Advisory Committee may recommend that the Metro Council adopt findings designating an area or activity of metropolitan significance for which a functional plan should be prepared; or

5.2.2) The Metro Council may propose the preparation of a functional plan to designate an area or activity of metropolitan significance, and refer that proposal to the Regional Policy Advisory Committee.

Upon the Metro Council adopting factual reasons for the development of a new functional plan, the Regional Policy Advisory Committee shall oversee the preparation of the plan, consistent with these goals and objectives and the reasons cited by the Metro Council. After preparing the plan and seeking broad public and local government consensus, using existing citizen involvement processes established by cities, counties, and Metro, the Regional Policy Advisory Committee may propose the plan to the Metro Council for adoption. The Metro Council may act to resolve conflicts or problems impeding the development of a new functional plan should such conflicts or problems prevent the Regional Policy Advisory Committee from completing its work in a timely or orderly manner.

The Metro Council shall hold a public hearing on the proposed plan and afterwards shall:

5.2.A) adopt the proposed functional plan; or

5.2.B) refer the proposed functional plan to the Regional Policy Advisory Committee in order to consider amendments to the proposed plan prior to adoption; or

5.2.C) amend and adopt the proposed functional plan; or

5.2.D) reject the proposed functional plan.

The proposed functional plan shall be adopted by ordinance, and shall include findings of consistency with these goals and objectives.

5.3 - Functional Plan Implementation and Conflict Resolution -Adopted functional plans shall be regionally coordinated policies, facilities, and/or approaches to addressing a designated area or activity of metropolitan significance, to be considered by cities and counties for incorporation in their comprehensive land use plans. If a city or county determines that a functional plan recommendation cannot be incorporated into its comprehensive plan, then Metro shall review any apparent inconsistencies by the following process:

5.3.1) Metro and affected local governments shall notify each other of apparent or potential comprehensive plan inconsistencies.

5.3.2) After Metro staff review, the Regional Policy Advisory Committee shall consult the affected jurisdictions and attempt to resolve any apparent or potential inconsistencies.

5.3.3) The Regional Policy Advisory Committee shall conduct a public hearing and make a report to the Metro Council regarding instances and reasons why a city or county has not adopted changes consistent with recommendations in a regional functional plan.

5.3.4) The Metro Council shall review the Regional Policy Advisory Committee report and hold a public hearing on any unresolved issues. The Council may decide to:

5.3.4.a) amend the adopted regional functional plan; or

5.3.4.b) initiate proceedings to require a comprehensive plan change; or

5.3.4.c) find there is no inconsistency between the comprehensive plan(s) and the functional plan.

OBJECTIVE 6. AMENDMENTS TO THE REGIONAL URBAN GROWTH GOALS AND OBJECTIVES

The Regional Urban Growth Goals and Objectives shall be reviewed at regular intervals or at other times determined jointly by the Regional Policy Advisory Committee and the Metro Council. Any review and amendment process shall involve a broad cross-section of citizen and jurisdictional interests, and shall be conducted by the Regional Policy Advisory Committee consistent with Goal 1: Regional Planning Process. Proposals for amendments shall receive broad public and local government review prior to final Metro Council action.

6.1 - Impact of Amendments - At the time of adoption of amendments to these goals and objectives, the Metro Council shall determine whether amendments to adopted functional plans or the acknowledged regional urban growth boundary are necessary. If amendments to adopted functional plans are necessary, the Metro Council shall act on amendments to applicable functional plans after referral of proposed amendments to the Regional Policy Advisory Committee. All amendment proposals will include the date and method through which they may become effective, should they be adopted. Amendments to the acknowledged regional urban growth boundary will be considered under acknowledged urban growth boundary amendment procedures incorporated in the Metro Code.

If changes to functional plans are adopted, affected cities and counties shall be informed in writing of those changes which are advisory in nature, those which recommend changes in comprehensive land use plans, and those which require changes in comprehensive plans. This notice shall specify the effective date of particular amendment provisions.

GOAL II: URBAN FORM

The livability of the urban region should be maintained and enhanced through initiatives which:

II.i) preserve environmental quality;

II.ii) coordinate the development of jobs, housing, and public services and facilities; and

II.iii) inter-relate the benefits and consequences of growth in one part of the region with the benefits and consequences of growth in another.

Urban form, therefore, describes an overall framework within which regional urban growth management can occur. Clearly stating objectives for urban form, and pursuing them comprehensively provides the focal strategy for rising to the challenges posed by the growth trends present in the region today.

II.1: NATURAL ENVIRONMENT

Preservation, use, and modification of the natural environment of the region should maintain and enhance environmental quality while striving for the wise use and preservation of a broad range of natural resources.

OBJECTIVE 7. WATER RESOURCES

Planning and management of water resources should be coordinated in order to improve the quality and ensure sufficient quantity of surface water and groundwater available to the region.

7.1 Formulate Strategy - A long-term strategy, coordinated by the jurisdictions and agencies charged with planning and managing water resources, shall be developed to comply with state and federal requirements for drinking water, to sustain beneficial water uses, and to accommodate growth.

Planning Activities:

Planning programs for water resources management shall be evaluated to determine the ability of current efforts to accomplish the following, and recommendations for changes in these programs will be made if they are found to be inadequate:

-- Identify the future resource needs of the region for municipal and industrial water supply, irrigation, fisheries, recreation, wildlife, environmental standards and aesthetic amenities;

-- Monitor water quality and quantity trends vis-a-vis beneficial use standards adopted by federal, state, regional, and local governments for specific water resources important to the region;

-- Evaluate the cost-effectiveness of alternative water resource management scenarios, and the use of conservation for both cost containment and resource management; and

-- Preserve, create, or enhance natural water features for use as elements in nonstructural approaches to managing stormwater and water quality.

OBJECTIVE 8. AIR QUALITY

Air quality shall be protected and enhanced so that growth can occur and human health is unimpaired. Visibility of the Cascades and the Coast Range from within the region should be maintained.

8.1 Strategies for planning and managing air quality in the regional airshed shall be included in the State Implementation Plan for the Portland-Vancouver air quality

maintenance area as required by the Federal Clean Air Act.

8.2 New regional strategies shall be developed to comply with Federal Clean Air Act requirements and provide capacity for future growth.

8.3 The region, working with the state, shall pursue the consolidation of the Oregon and Clark County Air Quality Management Areas.

8.4 All functional plans, when taken in the aggregate, shall be consistent with the State Implementation Plan (SIP) for air quality.

Planning Activities:

An air quality management plan should be developed for the regional airshed which:

-- Outlines existing and forecast air quality problems;

-- Identifies prudent and equitable market based and regulatory strategies for addressing present and probable air quality problems throughout the region;

-- Evaluates standards for visibility; and

-- Implements an air quality monitoring program to assess compliance with local, state, and federal air quality requirements.

OBJECTIVE 9. NATURAL AREAS, PARKS AND WILDLIFE HABITAT

Sufficient open space in the urban region shall be acquired, or otherwise protected, and managed to provide reasonable and convenient access to sites for passive and active recreation. An open space system capable of sustaining or enhancing native wildlife and plant populations should be established.

9.1 Quantifiable targets for setting aside certain amounts and types of open space shall be identified.

9.2 Corridor Systems - The regional planning process shall be used to coordinate the development of interconnected recreational and wildlife corridors within the metropolitan region.

9.2.1) A region-wide system of trails should be developed to link public and private open space resources within and between jurisdictions.

9.2.2) A region-wide system of linked significant wildlife habitats should be developed.

9.2.3) A Willamette River Greenway Plan for the region should be implemented by the turn of the century.

Planning Activities:

1) Inventory existing open space and open space opportunities to determine areas within the region where open space deficiencies exist now, or will in the future, given adopted land use plans and growth trends.

2) Assess current and future active recreational land needs. Target acreages should be developed for neighborhood, community, and regional parks, as well as for other types of open space in order to meet local needs while sharing responsibility for meeting metropolitan open space demands.

3) Develop multijurisdictional tools for planning and financing the protection and maintenance of open space resources. Particular attention will be paid to using the land use planning and permitting process and to the possible development of a land-banking program.

4) Conduct a detailed biological field inventory of the region to establish an accurate baseline of native wildlife and plant populations. Target population goals for native species will be established through a public process which will include an analysis of amounts of habitat necessary to sustain native populations at target levels.

OBJECTIVE 10. PROTECTION OF AGRICULTURE AND FOREST RESOURCE LANDS

Agricultural and forest resource land outside the urban growth boundary shall be protected from urbanization, and accounted for in regional economic and development plans.

10.1 Rural Resource Lands - Rural resource lands outside the urban growth boundary which have significant resource value should actively be protected from urbanization.

10.2 Urban Expansion - Expansion of the urban growth boundary shall occur in urban reserves, established consistent with Objective 15.3.

Planning Activities:

A regional economic opportunities analysis shall include consideration of the agricultural and forest products economy associated with lands adjacent to or near the urban area.

II.2: BUILT ENVIRONMENT

Development in the region should occur in a coordinated and balanced fashion as evidenced by:

II.2.i) a regional "fair-share" approach to meeting the housing needs of the urban population;

II.2.ii) the provision of infrastructure and critical public services concurrent with the pace of urban growth;

II.2.iii) the integration of land use planning and economic development programs;

II.2.iv) the coordination of public investment with local comprehensive and regional functional plans;

II.2.v) the continued evolution of regional economic opportunity; and

II.2.vi) the creation of a balanced transportation system, less dependent on the private automobile, supported by both the use of emerging technology and the collocation of jobs, housing, commercial activity, parks and open space.

OBJECTIVE 11. HOUSING

There shall be a diverse range of housing types available inside the UGB, for rent or purchase at costs in balance with the range of household incomes in the region. Low and moderate income housing needs should be addressed throughout the region. Housing densities should be supportive of adopted public policy for the development of the regional transportation system and designated mixed use urban centers.

Planning Activities:

The Metropolitan Housing Rule (OAR 660, Division 7) has effectively resulted in the preparation of local comprehensive plans in the urban region that:

- provide for the sharing of regional housing supply responsibilities by ensuring the presence of single and multiple family zoning in every jurisdiction; and

- plan for local residential housing densities that support net residential housing density assumptions underlying the regional urban growth boundary.

However, it is now time to develop a new regional housing policy that directly addresses the requirements of Statewide Planning Goal 10, in particular:

1) Strategies should be developed to preserve the region's supply of special needs

and existing low and moderate income housing.

2) Diverse Housing Needs - the diverse housing needs of the present and projected population of the region shall be correlated with the available and prospective housing supply. Upon identification of unmet housing needs, a regionwide strategy shall be developed which takes into account subregional opportunities and constraints, and the relationship of market dynamics to the management of the overall supply of housing. In addition, that strategy shall address the "fair-share" distribution of housing responsibilities among the jurisdictions of the region, including the provision of supporting social services.

3) Housing Affordability - A housing needs analysis shall be carried out to assess the adequacy of the supply of housing for rent and/or sale at prices for low and moderate income households. If, following that needs analysis, certain income groups in the region are found to not have affordable housing available to them, strategies shall be developed to focus land use policy and public and private investment towards meeting that need.

4) The uses of public policy and investment to encourage the development of housing in locations near employment that is affordable to employees in those enterprises shall be evaluated and, where feasible, implemented.

OBJECTIVE 12. PUBLIC SERVICES AND FACILITIES

Public services and facilities including but not limited to public safety, water and sewerage systems, parks, libraries, the solid waste management system, stormwater management facilities, and transportation should be planned and developed to:

12.i) minimize cost;

12.ii) maximize service efficiencies and coordination;

12.iii) result in net improvements in environmental quality and the conservation of natural resources;

12.iv) keep pace with growth while preventing any loss of existing service levels and achieving planned service levels;

12.v) use energy efficiently; and

12.vi) shape and direct growth to meet local and regional objectives.

12.1 Planning Area - The long-term geographical planning area for the provision of urban services shall be the area described by the adopted and acknowledged urban growth

boundary and the designated urban reserves.

12.2 Forecast Need - Public service and facility development shall be planned to accommodate the rate of urban growth forecast in the adopted regional growth forecast, including anticipated expansions into urban reserve areas.

12.3 Timing - The region should seek the provision of public facilities and services at the time of new urban growth.

Planning Activities:

1) Inventory current and projected public facilities and services needs throughout the region, as described in adopted and acknowledged public facilities plans.

2) Identify opportunities for and barriers to achieving concurrency in the region.

3) Develop financial tools and techniques to enable cities, counties, school districts, special districts, Metro and the State to secure the funds necessary to achieve concurrency.

4) Develop tools and strategies for better linking planning for school, library, and park facilities to the land use planning process.

OBJECTIVE 13. TRANSPORTATION

A regional transportation system shall be developed which:

13.i) reduces reliance on a single mode of transportation through development of a balanced transportation system which employs highways, transit, bicycle and pedestrian improvements, and system and demand management, where appropriate.

13.ii) provides adequate levels of mobility consistent with local comprehensive plans and state and regional policies and plans;

13.iii) encourages energy efficiency;

13.iv) recognizes financial constraints; and

13.v) minimizes the environmental impacts of system development, operations, and maintenance.

13.1 System Priorities - In developing new regional transportation system infrastructure, the highest priority should be meeting the mobility needs of mixed use urban centers,

when designated. Such needs, associated with ensuring access to jobs, housing, and shopping within and among those centers, should be assessed and met through a combination of intensifying land uses and increasing transportation system capacity so as to minimize negative impacts on environmental quality, urban form, and urban design.

13.2 Environmental Considerations - Planning for the regional transportation system should seek to:

13.2.1) reduce the region's transportation-related energy consumption through increased use of transit, carpools, vanpools, bicycles and walking;

13.2.2) maintain the region's air quality (see Objective 8: Air Quality); and

13.2.3) reduce negative impacts on parks, public open space, wetlands, and negative effects on communities and neighborhoods arising from noise, visual impacts, and physical segmentation.

13.3 Transportation Balance - Although the predominant form of transportation is the private automobile, planning for and development of the regional transportation system should seek to:

13.3.1) reduce automobile dependency, especially the use of single-occupancy vehicles;

13.3.2) increase the use of transit through both expanding transit service and addressing a broad range of requirements for making transit competitive with the private automobile; and

13.3.3) encourage bicycle and pedestrian movement through the location and design of land uses.

Planning Activities:

1) Build on existing mechanisms for coordinating transportation planning in the region by:

- identifying the role for local transportation system improvements and relationship between local, regional, and state transportation system improvements in regional transportation plans;

- clarifying institutional roles, especially for plan implementation, in local, regional, and state transportation plans; and

- including plans and policies for the inter-regional movement of people and goods by rail, ship, barge, and air in regional transportation plans.

2) Structural barriers to mobility for transportation disadvantaged populations should be assessed in the current and planned regional transportation system and addressed through a comprehensive program of transportation and non-transportation system based actions.

3) The needs for movement of goods via trucks, rail, and barge should be assessed and addressed through a coordinated program of transportation system improvements and actions to affect the location of trip generating activities.

4) Transportation-related guidelines and standards for designating mixed use urban centers shall be developed.

OBJECTIVE 14. ECONOMIC OPPORTUNITY

Public policy should encourage the development of a diverse and sufficient supply of jobs, especially family wage jobs, in appropriate locations throughout the region. Expansions of the urban growth boundary for industrial or commercial purposes shall occur in locations consistent with these Regional Urban Growth Goals and Objectives.

Planning Activities:

1) Regional and subregional economic opportunities analyses, as described in OAR 660 Division 9, should be conducted to:

-- assess the adequacy and, if necessary, propose modifications to the supply of vacant and redevelopable land inventories designated for a broad range of employment activities;

-- identify regional and subregional target industries. Economic subregions will be developed which reflect a functional relationship between locational characteristics and the locational requirements of target industries. Enterprises identified for recruitment, retention, and expansion should be basic industries that broaden and diversify the region's economic base while providing jobs that pay at family wage levels or better; and

-- link job development efforts with an active and comprehensive program of training and education to improve the overall quality of the region's labor force. In particular, new strategies to provide labor training and education should focus on the needs of economically disadvantaged, minority, and elderly populations.

2) An assessment should be made of the potential for redevelopment and/or intensification of use of existing commercial and industrial land resources in the region.

II.3: GROWTH MANAGEMENT

The management of the urban land supply shall occur in a manner which encourages:

II.3.i) the evolution of an efficient urban growth form which reduces sprawl;

II.3.ii) a clear distinction between urban and rural lands; and

II.3.iii) recognition of the inter-relationship between development of vacant land and redevelopment objectives in all parts of the urban region.

OBJECTIVE 15. URBAN/RURAL TRANSITION

There should be a clear transition between urban and rural land that makes best use of natural and built landscape features and which recognizes the likely long-term prospects for regional urban growth.

15.1 Boundary Features - The Metro urban growth boundary should be located using natural and built features, including roads, drainage divides, floodplains, powerlines, major topographic features, and historic patterns of land use or settlement.

15.2 Sense of Place - Historic, cultural, topographic, and biological features of the regional landscape which contribute significantly to this region's identity and "sense of place", shall be identified. Management of the total urban land supply should occur in a manner that supports the preservation of those features, when designated, as growth occurs.

15.3 Urban Reserves - Thirty-year "urban reserves", adopted for purposes of coordinating planning and delineating areas for future urban expansion, should be identified consistent with these goals and objectives, and reviewed by Metro every 15 years.

15.3.1 Establishment of urban reserves will take into account:

15.3.1.a) The efficiency with which the proposed reserve can be provided with urban services in the future;

15.3.1.b) The unique land needs of specific urban activities assessed from

a regional perspective;

15.3.1.c) The provision of green spaces between communities;

15.3.1.d) The efficiencies with which the proposed reserve can be urbanized;

15.3.1.e) The proximity of jobs and housing to each other;

15.3.1.f) The balance of growth opportunities throughout the region so that the costs and benefits can be shared;

15.3.1.g) The impact on the regional transportation system; and

15.3.1.h) The protection of farm and forest resource lands from urbanization.

Inclusion of land in an urban reserve shall be preceded by consideration of all of the above factors.

15.3.2 In addressing 15.3.1(h), the following hierarchy should be used for identifying priority sites for urban reserves:

15.3.2.a) First, propose such reserves on rural lands excepted from Statewide Planning goals 3 and 4 in adopted and acknowledged county comprehensive plans. This recognizes that small amounts of rural resource land adjacent to or surrounded by those exception lands may be necessary for inclusion in the proposal to improve the efficiency of the future urban growth boundary amendment.

15.3.2.b) Second, consider secondary forest resource lands, or equivalent, as defined by the state.

15.3.2.c) Third, consider secondary agricultural resource lands, or equivalent, as defined by the state.

15.3.2.d) Fourth, consider primary forest resource lands, or equivalent, as defined by the state.

15.3.2.e) Finally, when all other options are exhausted, consider primary agricultural lands, or equivalent, as defined by the state.

15.3.3 Expansion of the urban growth boundary shall occur consistent with Objectives 16 and 17. Where urban land is adjacent to rural lands outside of an

urban reserve, Metro will work with affected cities and counties to ensure that urban uses do not significantly affect the use or condition of the rural land. Where urban land is adjacent to lands within an urban reserve that may someday be included within the urban growth boundary, Metro will work with affected cities and counties to ensure that rural development does not create obstacles to efficient urbanization in the future.

Planning Activities:

1) Identification of urban reserves adjacent to the urban growth boundary shall be accompanied by the development of a generalized future land use plan. The planning effort will primarily be concerned with identifying and protecting future open space resources and the development of short-term strategies needed to preserve future urbanization potential. Ultimate providers of urban services within those areas should be designated and charged with incorporating the reserve area(s) in their public facility plans in conjunction with the next periodic review. Changes in the location of the urban growth boundary should occur so as to ensure that plans exist for key public facilities and services.

2) The prospect of creating transportation and other links between the urban economy within the Metro Urban Growth Boundary and other urban areas in the state should be investigated as a means for better utilizing Oregon's urban land and human resources.

3) The use of greenbelts for creating a clear distinction between urban and rural lands, and for creating linkages between communities, should be explored.

4) The region, working with the state and other urban communities in the northern Willamette Valley, should evaluate the opportunities for accommodating forecasted urban growth in urban areas outside of and not adjacent to the present urban growth boundary.

OBJECTIVE 16. DEVELOPED URBAN LAND

Opportunities for and obstacles to the continued development and redevelopment of existing urban land shall be identified and actively addressed. A combination of regulations and incentives shall be employed to ensure that the prospect of living, working, and doing business in those locations remains attractive to a wide range of households and employers.

16.1 Redevelopment & Infill - The potential for redevelopment and infill on existing urban land will be included as an element when calculating the buildable land supply in the region, where it can be demonstrated that the infill and redevelopment can be reasonably expected to occur during the next 20 years. When Metro examines whether additional urban land is needed within the urban growth boundary, it shall assess

redevelopment and infill potential in the region.

Metro will work with jurisdictions in the region to determine the extent to which redevelopment and infill can be relied on to meet the identified need for additional urban land. After this analysis and review, Metro will initiate an amendment of the urban growth boundary to meet that portion of the identified need for land not met through commitments for redevelopment and infill.

16.2 Portland Central City - The Central City area of Portland is an area of regional and state significance for commercial, economic, cultural, tourism, government, and transportation functions. State and regional policy and public investment should continue to recognize this special significance.

16.3 Mixed Use Urban Centers - The region shall evaluate and designate mixed use urban centers. A "mixed use urban center" is a mixed use node of relatively high density, supportive of non-auto based transportation modes, and supported by sufficient public facilities and services, parks, open space, and other urban amenities. Upon identification of mixed use urban centers, state, regional, and local policy and investment shall be coordinated to achieve development objectives for those places. Minimum targets for transit:highway mode split, jobs:housing balance, and minimum housing density may be associated with those public investments.

New mixed use urban centers shall be sited with respect to a system of such centers in the region, and shall not significantly affect regional goals for existing centers, the transportation system, and other public services and facilities.

Planning Activities:

1) Metro's assessment of redevelopment and infill potential in the region shall include but not be limited to:

   a) An inventory of parcels where the assessed value of improvements is less than the assessed value of the land.

   b) An analysis of the difference between comprehensive plan development densities and actual development densities for all parcels as a first step towards determining the efficiency with which urban land is being used. In this case, efficiency is a function of land development densities incorporated in local comprehensive plans.

   c) An assessment of the impacts on the cost of housing of redevelopment versus expansion of the urban growth boundary.

   d) An assessment of the impediments to redevelopment and infill posed

by existing urban land uses or conditions.

2) Financial incentives to encourage redevelopment and infill consistent with adopted and acknowledged comprehensive plans should be pursued to make redevelopment and infill attractive alternatives to raw land conversion for investors and buyers.

3) Cities and their neighborhoods should be recognized as the focal points for this region's urban diversity. Actions should be identified to reinforce the role of existing downtowns in maintaining the strength of urban communities.

4) Tools will be developed to address regional economic equity issues stemming from the fact that not all jurisdictions will serve as a site for an economic activity center. Such tools may include off-site linkage programs to meet housing or other needs or a program of fiscal tax equity.

5) Criteria shall be developed to guide the potential designation of mixed use urban centers. The development and application of such criteria will address the specific area to be included in the center, the type and amount of uses it is to eventually contain, the steps to be taken to encourage public and private investment. Existing and possible future mixed use urban centers will be evaluated as to their current functions, potentials, and need for future public and private investment. Strategies to meet the needs of the individual centers will be developed. The implications of both limiting and not limiting the location of large scale office and retail development in mixed use urban centers shall be evaluated.

OBJECTIVE 17. URBAN GROWTH BOUNDARY

The regional urban growth boundary, a long-term planning tool, shall separate urbanizable from rural land, be based in aggregate on the region's 20-year projected need for urban land, and be located consistent with statewide planning goals and these Regional Urban Growth Goals and Objectives. In the location, amendment, and management of the regional urban growth boundary, Metro shall seek to improve the functional value of the boundary.

17.1 Expansion into Urban Reserves - Upon demonstrating a need for additional urban land, major and legislative urban growth boundary amendments shall only occur within urban reserves unless it can be demonstrated that Statewide Planning Goal 14 cannot be met for the urban region through use of urban reserve lands.

17.2 Urban Growth Boundary Amendment Process - Criteria for amending the urban growth boundary shall be derived from statewide planning goals 2 and 14 and relevant portions of the Regional Urban Growth Goals and Objectives.

17.2.1) Major Amendments - Proposals for major amendment of the UGB shall

be made primarily through a legislative process in conjunction with the development and adoption of regional forecasts for population and employment growth. The amendment process will be initiated by a Metro finding of need, and involve local governments, special districts, citizens, and other interests.

17.2.2) Locational Adjustments - Locational adjustments of the UGB shall be brought to Metro by cities, counties, and/or property owners based on public facility plans in adopted and acknowledged comprehensive plans.

OBJECTIVE 18. URBAN DESIGN

The identity and functioning of communities in the region shall be supported through:

18.i) the recognition and protection of critical open space features in the region;

18.ii) public policies which encourage diversity and excellence in the design and development of settlement patterns, landscapes, and structures; and

18.iii) ensuring that incentives and regulations guiding the development and redevelopment of the urban area promote a settlement pattern which:

18.iii.a) is pedestrian "friendly" and reduces auto dependence;

18.iii.b) encourages transit use;

18.iii.c) reinforces nodal, mixed use, neighborhood oriented design;

18.iii.d) includes concentrated, high density, mixed use urban centers developed in relation to the region's transit system; and

18.iii.e) is responsive to needs for privacy, community, and personal safety in an urban setting.

18.1 Pedestrian and transit supportive building patterns will be encouraged in order to minimize the need for auto trips and to create a development pattern conducive to face-to-face community interaction.

Planning Activities:

1) A regional landscape analysis shall be undertaken to inventory and analyze the relationship between the built and natural environments and to identify key open space, topographic, natural resource, cultural, and architectural features which should be protected or provided as urban growth occurs.

2) Model guidelines and standards shall be developed which expand the range of tools available to jurisdictions for accommodating change in ways compatible with neighborhoods and communities while addressing this objective.

3) Light rail transit stops, bus stops, transit routes, and transit centers leading to and within mixed use urban centers shall be planned to encourage pedestrian use and the creation of mixed use, high density residential development.

GLOSSARY

Areas and Activities of Metropolitan Significance. A program, resource, or issue, affecting or arising from the orderly, efficient and environmentally sound development of the region, that can be factually demonstrated to require a coordinated multijurisdictional response.

Beneficial Use Standards. Under Oregon law, specific uses of water within a drainage basin deemed to be important to the ecology of that basin as well as to the needs of local communities are designated as "beneficial uses". Hence, "beneficial use standards" are adopted to preserve water quality or quantity necessary to sustain the identified beneficial uses.

Economic Opportunities Analysis. An "economic opportunities analysis" is a strategic assessment of the likely trends for growth of local economies in the state. Such an analysis is critical for economic planning and for ensuring that the land supply in an urban area will meet long-term employment growth needs.

Exception. An "exception" is taken for land when either commitments for use, current uses, or other reasons make it impossible to meet the requirements of one or a number of the statewide planning goals. Hence, lands "excepted" from statewide planning goals 3 (Agricultural Lands) and 4 (Forest Lands) have been determined to be unable to comply with the strict resource protection requirements of those goals, and are thereby able to be used for other than rural resource production purposes. Lands not excepted from statewide planning goals 3 and 4 are to be used for agricultural or forest product purposes, and other, adjacent uses must support their continued resource productivity.

Family Wage Job. A permanent job with an annual income greater than or equal to the average annual covered wage in the region. The most current average annual covered wage information from the Oregon Employment Division shall be used to determine the family wage job rate for the region or for counties within the region.

Fiscal Tax Equity. The process by which inter-jurisdictional fiscal disparities can be addressed through a partial redistribution of the revenue gained from economic wealth, particularly the increment gained through economic growth.

Functional Plan. A limited purpose multijurisdictional plan which carries forward strategies to address identified areas and activities of metropolitan significance.

Housing Affordability. The availability of housing such that no more than 30% (an index derived from federal, state, and local housing agencies) of the monthly income of the household need be spent on shelter.

Infill. New development on a parcel or parcels of less than one contiguous acre located within the urban growth boundary.

Infrastructure. Roads, water systems, sewage systems, systems for stormdrainage, bridges, and other facilities developed to support the functioning of the developed portions of the environment.

Key or Critical Public Facilities and Services. Basic facilities that are primarily planned for by local government but which also may be provided by private enterprise and are essential to the support of more intensive development, including transportation, water supply, sewage, parks, and solid waste disposal.

Local Comprehensive Plan. A generalized, coordinated land use map and policy statement of the governing body of a city or county that inter-relates all functional and natural systems and activities related to the use of land, consistent with state law.

Metropolitan Housing Rule. A rule (OAR 660, Division 7) adopted by the Land Conservation and Development Commission to assure opportunity for the provision of adequate numbers of needed housing units and the efficient use of land within the Metro Urban Growth Boundary. This rule establishes minimum overall net residential densities for all cities and counties within the urban growth boundary, and specifies that 50% of the land set aside for new residential development be zoned for multifamily housing.

Mixed Use Urban Center. A "mixed use urban center" is a designated location for a mix of relatively high density office space, commercial activity, residential uses, and supporting public facilities and services, parks and public places. There will be a limited number of these centers designated in the region, and they will be characterized by design elements which work to minimize the need to make trips by automobile either to or within a center. State, regional, and local policy and investment will be coordinated to achieve development and functional objectives for these centers.

State Implementation Plan. A plan for ensuring that all parts of Oregon remain in compliance with Federal air quality standards.

Urban Form. The net result of efforts to preserve environmental quality, coordinate the development of jobs, housing, and public services and facilities, and inter-relate the benefits and consequences of growth in one part of the region with the benefits and consequences of growth in another. Urban form, therefore, describes an overall framework within which regional urban growth management can occur. Clearly stating objectives for urban form, and pursuing them comprehensively provides the focal strategy for rising to the challenges posed by the growth trends present in the region today.

Urban Growth Boundary. A boundary which identifies urbanizable lands to be planned and serviced to support urban development densities, and which separates urbanizable lands from rural lands.

Urban Reserve. An area adjacent to the present urban growth boundary that would provide priority locations for any future urban growth boundary amendments. Urban reserves are intended to provide cities, counties, other service providers, and both urban and rural land owners with a greater degree of certainty regarding future regional urban form than presently exists. Whereas the urban growth boundary describes an area needed to accommodate the urban growth forecasted over a twenty year period, the urban reserves describe an area capable of accommodating the growth expected for an additional 30 years. Therefore, the urban growth boundary and the urban reserves together provide the region with a 50-year planning area.

ATTACHMENT B - FINDINGS OF STATEWIDE GOAL CONSISTENCY

NOTE: Attachment B will be completed prior to the Metro Council hearing on September 26, 1991. In the interim, questions pertaining to Statewide Planning Goal Consistency can be referred to either Larry Shaw or Ethan Seltzer.

STAFF REPORT

RESOLUTION NO. 91-1489: A RESOLUTION ADOPTING BY-LAWS FOR THE REGIONAL POLICY ADVISORY COMMITTEE

August 1, 1991

Staff: Richard H. Carson
Ethan Seltzer

Background

The Urban Growth Management Plan Policy Advisory Committee (PAC) has recommended the Regional Urban Growth Goals and Objectives (RUGGO's) to the Metro Council for adoption. The RUGGO's have two main goals. The first, Goal I: Regional Planning Process, provides a written description of the way in which Metro will address areas and activities of metropolitan significance, consistent with its enabling statute (ORS Chapter 268).

Central to that goal is the creation of an ongoing Regional Policy Advisory Committee (RPAC), which would succeed the present PAC. The RPAC would be established as an advisory committee for the Metro Council. The RPAC is proposed to have the following purposes:

a. To provide advice and recommendations for the development and review of Metro's regional planning activities, including implementation of the Regional Urban Growth Goals and Objectives, development of new functional plans, and periodic review of the region's urban growth boundary.

b. To create a forum for identifying and discussing areas and activities of metropolitan significance.

c. To involve all cities, counties, and other interests in the development and implementation of growth management strategies.

d. To coordinate its activities with the Joint Policy Advisory Committee on Transportation (JPACT) so that regional transportation planning is linked and consistent with regional growth management efforts.

e. To review and comment, as needed, on the regional land use and growth management issues affecting or affected by local comprehensive plans or plans of state and regional agencies. RPAC is not intended to routinely review land use decisions or plan amendments in the region.

f. To discuss and make recommendations on land use and growth management issues of regional or subregional significance.

g. To establish a coordinating link with Vancouver and Clark County, Washington, and other parts of the state of Oregon to address land use and growth management issues of common interest.

The PAC had considerable discussion about the membership and duties of RPAC. The PAC concluded that a majority of the membership should be drawn from elected officials in the region, and that special interests should be represented on technical committees rather than on RPAC itself. The PAC also concluded that those represented on RPAC should be able to choose their representatives. Some PAC members felt that Metro Councilors should not be represented on a committee designed to provide the Council with advice. However, on two separate occasions, a significant majority of the PAC members felt that Metro Councilors should be on the RPAC in order to ensure complete communication between RPAC and the Council.

The PAC also spent a considerable amount of time discussing the selection process for the citizen members. Ideally there would be an established citizens' forum that could take responsibility for these selections. However, that forum does not yet exist regionwide. Goal I of the RUGGO's calls for the creation of a regional citizen involvement coordinating committee. The PAC would like that group to eventually oversee the appointment of citizen members, and has limited the citizen terms on RPAC to two years to allow that citizens' body time to organize and develop a process.

To facilitate the creation of RPAC, the PAC has developed by-laws which specify the duties, powers, and membership of the committee. These have been submitted to the Metro Council for adoption in conjunction with Council action on Ordinance No. 91-418, adopting the proposed RUGGO's. The PAC added a sunset clause to the by-laws in recognition of the fact that the RPAC structure and performance should be evaluated after it has had a chance to operate for a period of three years.

Executive Officer's Recommendation

Adopt Resolution No. 91-1489 and initiate the creation of RPAC.

BEFORE THE COUNCIL OF THE
METROPOLITAN SERVICE DISTRICT

A RESOLUTION ADOPTING BY-LAWS FOR THE REGIONAL POLICY ADVISORY COMMITTEE	)))	RESOLUTION NO. 91-1489 INTRODUCED BY THE EXECUTIVE OFFICER

WHEREAS Metro's regional planning program requires a partnership with cities, counties, and citizens in the region; and

WHEREAS That partnership is described in Goal I of the Regional Urban Growth Goals and Objectives, recommended to the Metro Council for adoption by the Urban Growth Management Plan Policy Advisory Committee; and

WHEREAS Implementing that partnership is intended to occur, in large part, through the creation of an on-going Regional Policy Advisory Committee (RPAC) to provide a forum for discussing, and advise the Metro Council on ways to address, areas and activities of metropolitan significance; and

WHEREAS Creating the RPAC requires by-laws which describe the membership, powers, and duties of that committee; and

WHEREAS The Urban Growth Management Plan Policy Advisory Committee has prepared and proposed to the Metro Council a set of by-laws for RPAC; now, therefore,

BE IT RESOLVED,

1. That the by-laws for the Regional Policy Advisory Committee, dated August 1, 1991, and attached to this resolution as Attachment A, are hereby adopted.

2. That the Metro Council directs the Presiding Officer to initiate the creation of the Regional Policy Advisory Committee within 30 days of the adoption of this resolution.

ADOPTED BY THE COUNCIL OF THE METROPOLITAN SERVICE DISTRICT this _____ day of _____, 1991.

_____

Tanya Collier, Presiding Officer

ATTEST:

_____

Clerk of the Council

ES/es: 8/1/91

ATTACHMENT A

Regional Policy Advisory Committee By-Laws

August 1, 1991

Article I

This committee shall be known as the REGIONAL POLICY ADVISORY COMMITTEE (RPAC).

Article II
MISSION AND PURPOSE

Section 1. It is the mission of RPAC to advise and recommend actions to the Metro Council as it creates and implements a participatory regional planning partnership to address areas and activities of metropolitan significance.

Section 2. The purposes of RPAC are as follows:

a. To provide advice and recommendations for the development and review of Metro's regional planning activities, including implementation of the Regional Urban Growth Goals and Objectives, development of new functional plans, and periodic review of the region's urban growth boundary.

b. To create a forum for identifying and discussing areas and activities of metropolitan significance.

c. To involve all cities, counties, and other interests in the development and implementation of growth management strategies.

d. To coordinate its activities with the Joint Policy Advisory Committee on Transportation (JPACT) so that regional transportation planning is linked and consistent with regional growth management efforts.

e. To review and comment, as needed, on the regional land use and growth management issues affecting or affected by local comprehensive plans or plans of state and regional agencies. RPAC is not intended to routinely review land use decisions or plan amendments in the region.

f. To discuss and make recommendations on land use and growth management issues of regional or subregional significance.

g. To establish a coordinating link with Vancouver and Clark County, Washington, and

other parts of the state of Oregon to address land use and growth management issues of common interest.

Article III.
COMMITTEE MEMBERSHIP

Section 1. Membership

a. The Committee will be made up of representatives of the following:

Multnomah County Commission	1
Citizens of Multnomah County	1
Largest City in Multnomah County (excluding Portland)	1
Cities in Multnomah County	1
City of Portland	2
Clackamas County Commission	1
Citizens of Clackamas County	1
Largest City in Clackamas County	1
Cities in Clackamas County	1
Washington County Commission	1
Citizens of Washington County	1
Largest City in Washington County	1
Cities in Washington County	1
Metro Council	2
State Agency Council	1
TOTAL	17

b. Members from jurisdictions shall be elected officials.

c. Alternates shall be appointed to serve in the absence of the regular members.

d. Members and alternates shall be capable of representing the policy interests of their jurisdiction, agency, or constituency at all meetings of the Committee.

Section 2. Appointment of Members and Alternates

a. Members and alternates from the City of Portland, the Counties of Multnomah, Clackamas, and Washington, and the largest cities of Multnomah, Clackamas, and Washington

counties, excluding Portland, shall be appointed by the jurisdiction. The member and alternate will serve until removed by the appointing jurisdiction.

b. Members and alternates from the cities of Multnomah, Clackamas, and Washington counties, excluding Portland and the remaining largest city from each county, will be appointed by those cities represented and in a manner to be determined by those cities. The member and alternate will be from different jurisdictions. The member and alternate will serve two-year terms. In the event the member's position is vacated, the alternate will automatically become member and complete the original term of office.

c. Members and alternates from the Metropolitan Service District will be appointed by the Presiding Officer of the Metro Council and will represent a broad cross-section of geographic areas. The members and alternates will serve until removed by the Presiding Officer of the Metro Council.

d. Members and alternates representing citizens will be appointed using the following process:

1) Metro will advertise citizen openings on the Committee throughout the region, utilizing, at a minimum, recognized neighborhood associations and citizen planning organizations. Interested citizens will be asked to submit an application/statement of interest on forms provided by Metro.

2) Metro will collect the applications and sort them by county.

3) The members of RPAC from within each county will caucus by county, with Portland included in Multnomah County, to review the applications and select a citizen member and alternate from each county from that pool of applicants.

4) Citizen members and alternates will serve two-year terms. In the event the member's position is vacated, the alternate will automatically become the member and complete the original term of office.

e. Members and alternates from the State Agency Council will be chosen by the Chairperson of that body. The member and alternate will serve until removed by the Chairperson.

Article IV.
MEETINGS, CONDUCT OF MEETINGS, AND QUORUM

a. Regular meetings of the Committee shall be held monthly at a time and place established by the Chairperson. Special or emergency meetings may be called by the Chairperson or a majority of the members of the Committee.

b. A majority of the members (or designated alternates) shall constitute a quorum for the conduct of business. The act of a majority of those present at meetings at which a quorum is present shall be the act of the Committee.

c. Subcommittees to develop recommendations for RPAC may be appointed by the Chairperson. The Chairperson will consult with the full membership of the Committee at a regularly scheduled meeting on subcommittee membership and charge. Subcommittee members shall include RPAC members and/or alternates, and can include outside experts.

d. All meetings shall be conducted in accordance with Robert's Rules of Order, Newly Revised.

e. The Committee may establish other rules of procedure as deemed necessary for the conduct of business.

f. Each member, or designated alternate in the absence of the member, shall be entitled to one (1) vote on all issues presented at regular or special meetings of the Committee. The Chairperson shall vote only in the event of a tie.

g. Unexcused absence from regularly scheduled meetings for three (3) consecutive months shall require the Chairperson to notify the appointing body with a request for remedial action.

h. The Committee shall make its reports and findings public and shall forward them to the Metro Council.

i. Metro shall provide staff, as necessary, to record the actions of the Committee and to handle Committee business, correspondence, and public information.

Article V.
OFFICERS AND DUTIES

a. The Chairperson and Vice-Chairperson shall be designated by the Metro Presiding Officer.

b. The Chairperson shall preside at all meetings, and shall be responsible for the expeditious conduct of the Committee's business.

c. In the absence of the Chairperson, the Vice-Chairperson shall assume the duties of the Chairperson.

Article VI.
TECHNICAL ADVISORY COMMITTEES

a. The Committee shall solicit and take into consideration the alternatives and recommendations of the appropriate technical advisory committees in the conduct of its business.

b. Existing technical advisory committees for solid waste, urban growth management, water resources, and natural areas will be continued to advise on their respective subject areas.

c. The Metro Council or the Committee, can appoint special technical advisory committees, task forces, and other bodies as it and the Committee determine a need for such bodies.

Article VII.
AMENDMENTS

a. These by-laws may be amended by a two-thirds vote of the full membership of the Committee and a majority vote of the Metro Council.

b. Written notice must be delivered to all members and alternates at least 30 days prior to any proposed action to amend the by-laws.

Article VIII.
SUNSET

a. These by-laws shall be deemed null and void three (3) years from the date of their adoption by the Metro Council.

b. Prior to adopting new by-laws for RPAC, the Metro Council, in consultation with the Committee shall evaluate the adequacy of the membership structure included in these by-laws for representing the diversity of views in the region.

Meeting Date: SEP 03 1991

Agenda No.: B-3

(Above space for Clerk's Office Use)

. . . . . .

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: Joint Meeting to Discuss Gorge Final Draft Management Plan

AGENDA REVIEW/
BOARD BRIEFING 9/3/91 (1:30 TIME CERTAIN) REGULAR MEETING
(date) (date)

DEPARTMENT Nondepartmental DIVISION County Chair's Office

CONTACT Sharon Timko TELEPHONE X-2599

PERSON(S) MAKING PRESENTATION Sharon Timko, Scott Pemble, Gorge and Forest Service staff

ACTION REQUESTED:

☒ INFORMATIONAL ONLY ☐ POLICY DIRECTION ☐ APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 90 minutes

CHECK IF YOU REQUIRE OFFICIAL WRITTEN NOTICE OF ACTION TAKEN: _____

BRIEF SUMMARY (include statement of rationale for action requested, as well as personnel and fiscal/budgetary impacts, if applicable):

Joint meeting of Columbia Gorge Commission and Board of County Commissioners to hear staff presentations on Gorge Final Draft Management Plan and hold discussions on issues of concern raised by the Plan

1991 AUG 29 PM 3:09
MULTNOMAH COUNTY
OREGON

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL Gladys McCoy

Or

DEPARTMENT MANAGER _____

(All accompanying documents must have required signatures)

Handout #1
9-3-91
B-3

MULTNOMAH COUNTY OREGON

DEPARTMENT OF ENVIRONMENTAL SERVICES
DIVISION OF PLANNING
AND DEVELOPMENT
2115 S.E. MORRISON STREET
PORTLAND, OREGON 97214
(503) 248-3043

BOARD OF COUNTY COMMISSIONERS
GLADYS McCOY • CHAIR OF THE BOARD
PAULINE ANDERSON • DISTRICT 1 COMMISSIONER
GARY HANSEN • DISTRICT 2 COMMISSIONER
RICK BAUMAN • DISTRICT 3 COMMISSIONER
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

A G E N D A

Roundtable Discussion about the Final Draft Management Plan

DATE: September 3, 1991

TIME: 1:30 p.m.

PLACE: ROOM 602, Multnomah County Courthouse

1) Law Enforcement, Fire Services, and Emergency Services

2) County's Ability to be More Restrictive

3) Implementation Issues

4) State Land Use Planning Goals

5) Regulation of Agricultural Practices

6) State's Economic Plan

7) Recreation

PID

798 West Gunn Road
Rochester, Michigan 48306
July 26, 1991

Handout #3
9-3-91
B-3

scandian motor lodge

Multnomah County Sheriff

Dear Sirs:

I wish to suggest that one aspect of a vigorous Sheriff's Department Crime prevention effort in the Columbia River Gorge would be to post warning signs regarding the prevalence of theft at tourist parking lots. Our rental car was broken into yesterday at Multnomah Falls and we were robbed. However, only after the theft did the Sheriff's Deputy inform us of the many break-ins in the gorge. Proper warning would help tourists to adopt more defensive practices.

Thank you for your attention to this matter.

Alice Tomboulian

~~BOX 219 CASCADE LOCKS, OREGON 97014 503/374-8417~~ (See home address above

Refer Case #91-7398

Handout #2
9-3-91
B-3

MULTNOMAH COUNTY OREGON

DEPARTMENT OF ENVIRONMENTAL SERVICES
DIVISION OF PLANNING
AND DEVELOPMENT
2115 S.E. MORRISON STREET
PORTLAND, OREGON 97214
(503) 248-3043

BOARD OF COUNTY COMMISSIONERS
GLADYS McCOY • CHAIR OF THE BOARD
PAULINE ANDERSON • DISTRICT 1 COMMISSIONER
GARY HANSEN • DISTRICT 2 COMMISSIONER
RICK BAUMAN • DISTRICT 3 COMMISSIONER
SHARRON KELLEY • DISTRICT 4 COMMISSIONER

August 27, 1991

MULTNOMAH COUNTY COMMENTS ON THE DRAFT MANAGEMENT PLAN FOR THE COLUMBIA RIVER GORGE NATIONAL SCENIC AREA

AGRICULTURAL AND FOREST LANDS

Policy: **GMA Agricultural Land, Designation Policy 8**, page I-7. (There is no Policy 8; numbers jump from 7 to 9.)

Guideline: **GMA Agricultural Land, Activities Allowed Outright No. 4**, page I-10. (Accessory buildings **less than 60** square feet in floor area are allowed without review.)

GMA Agricultural Land, Review Uses No. 1.c., page I-10. (Accessory buildings **greater than 60** square feet in floor area require review.)

SMA Agricultural Land, Guideline No. 1.c., page I-20. (Accessory buildings less than **50** square feet in floor area are allowed without review.)

GMA Forest Land, Activities Allowed Outright No. 4, page I-29. (Accessory buildings **less than 60** square feet in floor area are allowed without review.)

GMA Forest Land, Review Uses No. 1.l., page I-32. (Accessory buildings **greater than 60** square feet in floor area require review.)

SMA Forest Land, Guideline No. 1.c., page I-42. (Accessory buildings less than **50** square feet in floor area are allowed without review.)

COMMENTS AND RECOMMENDATIONS: In the GMA guidelines it is recommended that instead of the "greater than 60" wording that it be phrased "60 or greater" to avoid the uncer-

tainty of whether a building of exactly 60 square feet would or would not be reviewed.

For easier public understanding, it would be better if the GMA and SMA guidelines used the same building size threshold. We have no particular preference for either of the two proposed area figures.

Guideline: **GMA Agricultural Land, Review Uses No. 1.a.**, page I-10. (New cultivation - Any operation that would cultivate land that has not been cultivated, or has lain idle for more than 5 years shall be considered new cultivation.)

COMMENTS AND RECOMMENDATIONS: Multnomah County zoning provisions do not now regulate agricultural practices. Monitoring new cultivation is most likely to be on a chance observation basis. It appears that it would be very difficult to provide the necessary evidence in an enforcement hearing or court proceeding showing proof that a site has lain idle for a certain time period. For example, aerial photographs which might be used have only been produced for the County approximately every ten years and have not always been flown in the time of year when cultivation patterns are visible.

If the purpose of the guideline is protection of scenic resources and wetlands, these issues are adequately addressed elsewhere in the plan. It is impracticable for the County to implement this guideline. We recommend eliminating the guideline or referring it to the State Department of Agriculture or the Forest Service.

Guideline: **GMA Agricultural Land, Review Uses No. 1.e.(1)**, page I-11. (New single-family dwelling allowed in A-1 area only if there are no other dwellings on the farm, **including all of its constituent lots/parcels, contiguous or otherwise,** which could be used as the principal agricultural dwelling.)

COMMENTS AND RECOMMENDATIONS: In earlier comments on the proposed GMA Management Plan Multnomah County foresaw record keeping problems if all constituent parcels were considered, instead of only contiguous parcels as is presently done. The Gorge Commission response, in part, was that the requirement would be applied on a case-by-case basis and would not dictate the creation of a comprehensive ongoing data base.

The County planning staff still is of the opinion that this method of defining a farm will not work in some instances. For example, the above guideline could be easily avoided by a farm owner if he were to first sell a small, nonconforming, noncontiguous parcel containing a farm residence to another party. Then, if the remaining parcels of the farm had sufficient land to meet the production test, the County would, in all probability, approve a request for a new farm residence. There would be no way of determining that there was at one time a principal farm dwelling that should have prevented approval of the new residence. Even an extensive ownership search by the Department of Assessment and Taxation at the time of the application would not pick up past ownerships. The only way of knowing that information would be a "comprehensive ongoing data base" showing all properties by ownership at the time of the adoption of the ordinance, with constant updates as properties are sold and

exchanged.

We recommend including only **contiguous lots under the same ownership** in assessing a proposed farm-related dwelling.

Guideline: **GMA Agricultural Land, Review Uses No. 1.e.(3)(d)**, page I-11. (One of the factors in determining a commercial agricultural enterprise is that the farm is capable of producing at least $40,000 in gross annual income.)

Guideline: **SMA Agricultural Land, Guideline No. 2.b.(3)(d)**, page I-20. (One of the factors in determining a commercial agricultural enterprise is that the farm is capable of producing at least $40,000 in gross annual income.)

COMMENTS AND RECOMMENDATIONS: We recommend that some method be included to have the $40,000 figure adjusted for inflation. The number might be updated administratively, in increments of five years, using calculations arrived at by the CRNSA Gorge Commission Director in consultation with the US Forest Service office.

Guideline: **GMA Agricultural Land, Life Estate**, page I-16. (Allows a landowner to retain a life estate in a dwelling and a tract of land and sell the remainder of the property. The life estate tract would not be considered a separate parcel and, if a new residence had been built on the sold property, the original or new dwelling would have to be removed.)

Guideline: **GMA Forest Land, Life Estate**, page I-37. (Allows a landowner to retain a life estate in a dwelling and a tract of land and sell the remainder of the property. The life estate tract would not be considered a separate parcel and, if a new residence had been built on the sold property, the original or new dwelling would have to be removed.)

COMMENTS AND RECOMMENDATIONS: The Planning Division recommends that approval of a life estate be a listed "Review Use" or state in this section that it will be required to receive review. Even though the life estate tract would not be considered a separate parcel, the life estate owner will be requesting and receiving a separate tax lot number and tax statement. Such tax lots are frequently given more credibility as independent parcels by the general public than may, in actuality, be the situation. Having to obtain County Planning approval will more likely put on record the exact status of the life estate tax lot.

Policy: **SMA Agricultural Land, Policy No. 9**, page I-20. ("New dwellings shall not be permitted on parcels of land less than 40 contiguous acres.")

Policy: **SMA Forest Land, Policy No. 8**, page I-41. ("New dwellings shall not be permitted on parcels of land less than 40 contiguous acres in size.")

COMMENTS AND RECOMMENDATIONS: Even though it is stated on page I-90 under Land Divisions and Cluster Development that new land divisions for dwellings are not allowed, it would avoid some confusion for landowners and prospective buyers of property if that statement was also made a part of these two policies.

Guideline: **GMA Forest Land, Review Uses No. 1.q.**, page I-33. ("In F-1 or F-2 designation, a caretaker mobile home, upon a finding that security personnel are required to protect the subject forest land. ...")

COMMENTS AND RECOMMENDATIONS: With no listed standards or criteria for when security personnel are "required" to protect forest land, this provision might be used as a means for some landowners to place a mobile home on property when they fail or wish to avoid the forest management plan approval criteria requirement to site a dwelling. It would be better to state that the caretaker mobile home should be only a temporary permit for a specified time frame based upon a current large scale logging operation.

OPEN SPACE

Guideline: There is an area approximately three acres in size at the Warrendale Bluffs site designated as Open Space. In reviewing available maps and assessor files, Multnomah County planning staff has determined that the area is zoned CFU-80/SEC and has no structures on it. The remainder of the proposed Open Space land is in State and Federal ownership.

COMMENTS AND RECOMMENDATIONS: The owners of the private land should be contacted prior to adoption of the Open Space designation on their land. This one open space designation will require a distinct "open space" zoning district. This seems an unreasonable administrative burden for so small an area.

GENERAL POLICIES AND GUIDELINES — PART I.—CHAPTER 7

Policies and Guidelines: **General Policies and Guidelines, Chapter 7**, page I-87. (This chapter contains general policies and guidelines which affect all uses, developments and activities, regardless of land use designation.)

COMMENTS AND RECOMMENDATIONS: Multnomah County recommends the addition of a policy to this chapter that states very clearly that County Comprehensive Plans and implementing ordinances **may** be **more restrictive** than the *Management Plan for General and Special Management Areas*. The purpose of this statement would be to give backing to County actions that would allow less development than the Management Plan allows. Such circumstances where this might occur is where the Management Plan allows more development potential than similar rural areas outside the National Scenic Area.

For Multnomah County, this may include being more restrictive than the Management Plan in the following areas and circumstances:

(1) There are locations where the proposed Management Plan minimum lot sizes are smaller than those presently in place,

(2) The County may chose to not allow cluster developments with density bonuses (or just no bonus) in farm and forest resource zones, as is the situation in other resource zones,

(3) It may better meet County policy to increase forest zone minimum lot sizes in the GMA if larger lot size requirements are enacted in forest zones outside the NSA. It is possible that next year larger minimum lot sizes than designated in the GMA will be put in place on all forest lands during the scheduled update of the County Comprehensive Plan to meet new State Goal 4 (Forest) protection requirements.

Policy: **Bed and Breakfast Inns, Chapter 7**, page I-95. In SMA, allow bed and breakfast inns associated with residential use in structures which are either on or eligible for the National Register of Historic Places.

COMMENTS AND RECOMMENDATIONS: The planning staff supports this change in the SMA policy.

Guideline: **General Policies and Guidelines, Chapter 7**, page I-105. (Specifies site plan requirements in the SMA).

COMMENTS AND RECOMMENDATIONS: While this policies section is general enough to give the County latitude in its implementing regulations; however, the detailed requirements for a site plan in an SMA appear out of place. These type of submittal requirements should be in a handbook or guide for applicants, not codified in the adopted plan policies.

NATURAL RESOURCES

GENERAL COMMENT: This section deals mostly with federal or state mandated concerns (*e.g.*, National Wetlands Inventory, Federal Endangered and Threatened Wildlife Species, Oregon Rare Plant Species, *etc.*) overwhich we have no control. The Agricultural section (*p.* II–136) is much more general than previous drafts, however, there will still be a great implementing problem of determining whether a parcel has been grazed within the last five years (how much for how long by how many?). Also, knowing of no professional registry for "professional natural resource specialists," who will qualify?

COMMERCIAL LANDS

Policy: **GMA Commercial Land, Policy No. 6, page I-70** Residential designations and densities within and in the vicinity of Rural Centers shall be established to limit the need for additional community commercial development and community services to those lands which are currently available within the boundaries of exist-

ing Rural Centers.

COMMENTS AND RECOMMENDATIONS: Rural Center density should be determined as part of a community planning effort including design guidelines as referenced on page II-30. There can be confusion over what areas are *in the vicinity* of a Rural Center. We recommend deleting this reference.

Policy: **GMA Commercial Land, Policy No. 11, page I-71** (Bed and Breakfast inns may be located in R-5 and R-10 designations).

COMMENTS AND RECOMMENDATIONS: There is a discrepancy among the different staff papers about the allowable land designations for Bed and Breakfast inns. Please clarify the Commission's position on this issue.

RECREATION RESOURCES

Policy: **SMA Recreation Designations, Policy No. 8, page I-84** Commercial recreation facilities **shall not be permitted.**

Policy: **SMA Recreation Designations, Commercial Recreation, page I-85** New commercial recreation facilities **are allowed** under the conditions identified in the Recreation Resources and land use designations.

COMMENTS AND RECOMMENDATIONS: There appears to be a discrepancy. What is really allowed? The conditions are not clearly identified in the Recreation Resources and land use designations. Clarification is needed on when and where SMA commercial recreation is allowed.

Policy: **GMA Protection of Resources, Policy No. 2, page II-156** The goals, objectives, policies, guidelines and all other provisions of this plan shall **not affect existing use** at recreation sites which exist as of the date of the adoption of this plan.

COMMENTS AND RECOMMENDATIONS: Recreation use occurs throughout the NSA, most uses are appropriate and occur at controlled sites. But other uses are inappropriate or occur at uncontrolled or undesignated recreation sites. This policy would legitimize all recreation uses that currently exist regardless of the appropriateness or the location of the activity.

For example, the Sandy River has uncontrolled access along the east bank of the river. This is a historical recreation site, but additional planning is necessary to address such issues as safety and river and scenic protection. Such a policy makes it difficult to modify existing uses and sites to address these problem areas. Multnomah County seeks to retain the ability to manage recreation in a manner that preserves and protects all the resources regardless of

the historic use patterns. It is also unclear if the policy legitimizes existing levels of recreation use. Many of these areas have never been studied to determine the capacity of the site.

Further clarification is needed for defining "existing use at recreation sites." This policy should consider appropriate use levels and appropriateness of uses and of recreation sites. What criteria determines an existing use and/or existing recreation site?

RECREATION INTENSITY CLASSES

Introduction: Recreation Intensity Classes do not supersede any provision of underlying land use designation and basic zoning districts associated with those designations, nor do they affect recreation uses existing as of the date of plan adoption.

COMMENTS AND RECOMMENDATIONS: See comment for GMA Protection of Resources, Policy Two.

SPECIAL MANAGEMENT AREAS

COMMENTS AND RECOMMENDATIONS: Multnomah County has the second largest percentage of land in the Special Management Areas, Skamania County has the largest (see attached figures). Multnomah County has many existing Forest Service recreation sites, including the most often visited attraction in the state — Multnomah Falls. In addition to the Forest Service recreation sites, Multnomah County hosts many state parks, Vista House, Women's Forum, and Rooster Rock, that attract hundreds of thousands of visitors each year. The top ranked visitor attractions in the NSA are located in Multnomah County — Multnomah Falls, Vista House, Bonneville Dam, and the Historic Columbia River Highway. Also, many county residents add to the high level of recreation use in the west end of the Gorge by frequenting such places as Dabney State Park and beaches along the Sandy River.

In 1987, 3.8 million non-residents visited the Gorge; over 35 percent or 1.3 million originate from the Portland Metropolitan Area. Over 1.8 million visitors stopped at Multnomah Falls, the most often visited attraction in the state. The new interpretative center at the east end of the Gorge is estimated to attract annually between 500,000 and 1 million **after** five years; the west end **currently** receives this level of use.

Public and private agencies located in and near the Mount Hood National Forest are being sensitized to recreation issues surrounding "urban" forest users. A recent Forest Service publication, *Forestry Research West*, identified the Mount Hood National Forest as an "urban" national forest. "Urban" national forests are a relatively new concept associated with those forests located nearest the Nation's largest population centers. These forests have unique problems: "large numbers of short-term, visitors that are relatively inexperienced with the outdoors, and many more minority visitors — many of whom do not speak English or are illiterate."

As the NSA continues to develop and gain national prominence, Multnomah County and the associated public agencies are faced with increasingly complex recreation issues: Balancing the needs and desires of the traditional visitors, the newly recognized "urban " visitors, and local residents. Recreation use in Multnomah County is extremely high and the management costs for these sites and the entire area are increasing.

Multnomah County hosts, serves, entertains, and protects a growing number of visitors and residents in the NSA. Multnomah County and local governments and organizations are responsible for providing a safe recreation experience through such services as: law enforcement, river patrol, search and rescue, volunteer fire protection, roads, and emergency services. With the increasing use of the NSA, Multnomah County is very concerned about use levels and the cumulative effects new proposed projects will have on the visitors, local communities, and County resources. These issues were raised five years ago upon passage of the Act, yet the SMA recreation section does not contain policies and guidelines for safe recreation experiences.

In a recent Forest Service newsletter, the three principles of the National Recreation Strategy were listed: creating customer satisfaction, forging partnerships, and pursuing excellence. Providing a safe recreation experience meets all the criteria of the Forest Service's National Recreation Strategy for the nineties. We feel the Forest Service has an excellent opportunity to provide federal support that is in concert with their National Recreation Strategy Action Items: *Increase the human, material, and monetary resources available at the customer contact level.* The Management Plan should reflect the importance of these safety concerns through plan policies and guidelines and future funding allocations.

The creation of a national scenic area does not mean that many of the associated management responsibilities and costs are just counties' concerns. It is a national area for national use and should be supported with federal funds. To begin addressing these concerns, the County seeks to sign a memorandum of understanding with the Forest Service, prior to the adoption of the plan, to maintain current levels of law enforcement and to begin developing other emergency service coordination efforts.

Upon review of the SMA Recreation Resources section, our concerns about cumulative impacts are heightened by the lack of completeness in providing policies and goals that reflect a comprehensive review and assessment of future regional impacts. Due to the high level of recreation use in the west end of the Gorge, the County is very concerned about the cumulative effects of new sites in addition to the already heavily used sites. This concern is applicable to both the GMA and SMA areas. But due to the high proportion of SMA areas in Multnomah County and the Gorge, and the recreation planning capabilities of the Forest Service, we direct our discussion to the Forest Service.

The plan only considers recreation development as separate facilities and attractions, without considering regional effects. In addition, many proposed recreation intensity classes in Multnomah County appear too high for the site and the overall region. (This will be discussed in more detail later.) Site capacities, recreational experiences, and regional impacts

need to be included in an assessment process to ensure protection of the recreational, natural, scenic, and cultural resources.

We recommend that the SMA plan parallel the goals and policies of the GMA more closely to address many of the our concerns. For example, the SMA section does not include a section on "Coordination" that specifically addresses management costs. Safety issues also need to be explored through a "Coordination" section. The majority of the land east of Rooster Rock State Park is not in a fire district, yet new recreation developments are proposed for the area.

Nor are there policies and guidelines for addressing cumulative effects or emphasizing quality recreation experiences. Scenic Travel Corridors enhancement is not adequately addressed, especially along the Historic Columbia River Highway — (predominantly in the SMA). A policy should address the balance between recreation demand and the quality of the recreation experience (See GMA Policy #5, p. II-159). River access and trail policies and guidelines need to be added. In addition to these general concerns and observations, our comments below address specific policies and guidelines in the SMA Plan.

Introduction: SMA Recreation Resources, Intro., page II-181 The mapping of the Recreation Intensity Classes was based on the analysis of recreation and other resources, plus the **current use** as reflected in the land use suitability analysis.

COMMENTS AND RECOMMENDATIONS: Current use may not represent the appropriate use level for sites. (See comment for Protection of Resources, Policy Two.)

Introduction: SMA Recreation Resources, Intro., page II-182 If the land had no values which would conflict with major recreation development, it was potentially available for a higher intensity level of development.

COMMENTS AND RECOMMENDATIONS: Once again, there is no mechanism provided in the SMA plan that considers cumulative effects. This introduction statement considers only the constraints of the individual site and not its potential effects on the region. We strongly recommend inclusion of policies and guidelines that address cumulative effects.

Policy: SMA Recreation Resources, Policy No. 1, page II-183 Protect and enhance the Recreation Opportunity Spectrum (ROS) settings.

COMMENTS AND RECOMMENDATIONS: It is my understanding that the ROS analysis was only performed within the NSA. The NSA does not operate in a recreation vacuum. It is imperative that the Forest Service consider recreation patterns beyond the boundaries of the NSA to adequately understand the supply and demand of recreational opportunities in the entire northwest region. A policy statement addressing a northwest planning coordination effort is necessary.

Policy: SMA Recreation Resources, Policy No. 3, page II-183 Recreation resources

shall be protected by limiting development and land uses as per the Recreation Intensity Classes.

COMMENTS AND RECOMMENDATIONS: The plan does not address how recreation development within each recreation class will be assessed. How will cumulative effects within each designated class be addressed? For example, the Reynolds property is predominantly a RIC 2; how many 20 vehicle parking areas, campgrounds, boat docks, or swimming areas will be allowed? How will the 75 percent undeveloped area criteria be applied when multiple sites are located within a RIC 2 area? Then how will the RIC 4 be addressed? How will the two classes be married to provide the necessary protection of the on site resources and the regional resources? We recommend policies and guidelines that clearly and succinctly address these concerns by outlining a comprehensive review process.

Policy: **SMA Recreation Resources, Policy No. 6, page II-183** Comprehensive recreation resource planning shall be encouraged to foster a unified, regional approach and de-emphasize jurisdictional divisions.

COMMENTS AND RECOMMENDATIONS: This is a good start but the policy needs to be more specific — refer to GMA policy #1 p. II-166. Does region imply just the NSA or beyond the NSA boundaries? Specify in the policy statement a northwest recreation planning approach.

Guideline: **SMA Recreation Resources, Guideline No. 1, page II-183** New developments and land uses shall not displace existing recreation use.

COMMENTS AND RECOMMENDATIONS: See comment for Protection of Resources, Policy Two.

Guideline: **SMA Recreation Resources, Guideline No. 2, page II-183** Protect recreation resources from adverse effects by evaluating new developments and land uses as proposed in the site plan."

COMMENTS AND RECOMMENDATIONS: Need to address cumulative effects beyond the specific site plan.

Guideline: **SMA Recreation Resources, Guideline No. 4, page II-183** Mitigation measures shall be provided to preclude adverse effects on the recreation resources."

COMMENTS AND RECOMMENDATIONS: Further define a process and implementation measures for mitigating circumstances.

Guideline: **SMA Recreation Resources, Guideline No. 5, page II-184** The Recreation Intensity Class guidelines apply only to the area included in the site plan for the proposed development.

COMMENTS AND RECOMMENDATIONS: How are all the new site plans and existing sites

within a recreation intensity class evaluated? How will overall suitable levels of recreation for the area, not just the site, be determined?

GENERAL COMMENTS AND RECOMMENDATIONS: Annual monitoring programs are discussed under the Recreation Administration Section to determine the effectiveness of the recreation guidelines. First, we recommend including additional guidelines that address the County's concerns so those issues will be included in the annual review. Second, the monitoring programs need to be described more fully to be assured that all existing sites, not just popular sites, will be examined and monitored through such analysis as the Limits of Acceptable Change (LAC) or a modified version of the LAC to protect and enhance the natural, scenic, recreational, and cultural resources.

RECREATION DEVELOPMENT PLAN AND RIC DESIGNATIONS

GMA GENERAL COMMENTS AND RECOMMENDATIONS: The two plans, GMA and SMA should be folded into one. All the projects are based on the authorization of $10,000,000 so why not just have one listing.

Corbett Boat Landing

The site is designated a RIC 4. Multnomah County is in agreement with the State Marine Board (see attached letter dated March 2, 1991) that the site has many problems which out weigh the costs to construct a large scale facility at the site. In addition, the proposed parking area does not appear large enough to accommodate a RIC 4 capacity.

At the present time it is difficult to calculate the demand for such a high intensity recreational boat ramp area. The new Chinnock boat ramp, located just west of the NSA boundary, with six launches and parking for 300 cars/trailers and 75 single cars, is due to open this fall. With this new large scale boating facility and the launches available at Rooster Rock State Park, Lewis and Clark State Park, and private facilities at Sun Dial, there may not be a demand for such high use levels at the Corbett site. The County supports improvements at the site to ensure a safe boating experience but is concerned about the feasibility of a RIC 4 designation. We recommends a RIC 3 designation for the site.

In IN5E SEC 31, there is a RIC 4 designation. This designation appears to be a mistake; a RIC 2 or possible RIC 3 is more appropriate for the site.

SMA GENERAL COMMENTS AND RECOMMENDATIONS: It is very difficult to comment on the appropriateness of the recreation intensity classes until further clarification is provided on the evaluation of cumulative effects in specific RIC areas and in the overall region.

No. 42 Multnomah Falls

We encourage the Forest Service's Hood River office to complete and implement the site

plan which originated from the Columbia Gorge Ranger District. Community support is very high for this project. The draft recreation plan deals mainly with new recreation facilities. It is very important to consider the enhancement of popular existing sites as well as new facilities. Multnomah County strongly encourages the Forest Service to maintain, enhance, and protect all existing recreation sites in a manner similar to the criteria identified for future sites.

No. 43 Bridal Veil

Historically, residential dwellings have been and are a main component of the Bridal Veil area. The development proposal does not address the continuation of residential use of the site. Multnomah County recognizes the historic significance of residential hamlets located throughout the Gorge. There appears to be little justification for discouraging or preventing the continuation of this use. With design review guidelines for residential areas, enhancement of the site would occur. Multnomah County recommends the development proposal acknowledge the residential land use of the site.

The plan recommends a RIC 4 for the site. We have concerns about the physical capacity of the site. The major attraction of the site is the waterfall. Currently, there is access to the waterfall and potentially the entire lower site from Bridal Veil State Park. As stated previously, Multnomah County has strong reservations about the plan's ability to address cumulative effects. This is a perfect example where two or more individual sites are in close proximity to one another and located within the same recreation intensity class (RIC 4). How are the cumulative effects of the existing site and the proposed site examined? To prevent overuse and degradation of the resources, we feel a regional assessment process needs to be incorporated into the planning process.

It is our concern that a RIC 4 is not currently feasible for the area. Without a full interchange on Interstate 84 all east bound traffic is channeled onto the Historic Columbia River Highway past the congested Multnomah Falls area before an east bound exit is available again to Interstate 84. According to Columbia River Gorge Historic Highway Traffic Management Study, the majority of the traffic, 64 percent, is heading east during the summer season. Currently, ODOT is in the process of studying travel patterns and travel options for the Historic Columbia River Highway. The recommendations and actions from this study need to be considered.

In sum, the problems out weigh the feasibility of allowing an RIC 4 for the site. Multnomah County strongly recommends an RIC 3.

Recently, local residents raised concern about the protection and preservation of the Bridal Veil cemetery. There is no maintenance of the site and residents are increasingly concerned about vandalism. Multnomah County records indicate the cemetery is still owned by the Bridal Veil Timber Company which was dissolved in 1941. The County has never receive a notification of change of owners or address, a statutory requirement. The question remains: Who will provide adequate maintenance and protection of the site? As the Forest Service

continues its land acquisition program, the County encourages the Forest Service to seriously consider acquisition of the Bridal Veil Cemetery. This historical treasure is a wonderful addition to the interpretation program recommendations for the Bridal Veil Mill site and aligns with the strong cultural resource protection position of the Forest Service and Gorge Commission.

No. 45 Western Gateway

The western gateway site is one of great importance to Multnomah County. Over 35% of Gorge visitors enter through the west end. According to the Oregon Department of Transportation, there is an average daily traffic count of over 20,900 vehicles passing the western gateway site. Multnomah Falls estimated over 1.8 million visitors last year. The newly opened factory outlet stores has also increased the number of visitors to the area. There are no lack of visitors at the west end, but there is a lack of infrastructure to provide visitors with much needed information for an enjoyable trip in the NSA. Multnomah County hopes the Forest Service recognizes the importance of the site and moves post haste to provide the NSA and the County with visitor services.

Multnomah County recognizes the diversity of uses appropriate for this site: wildlife and plant habitats, visitor services, and recreation. There is a concern about the compatibility of the uses. For example, the activities allowed under a RIC 4 class should be restricted in this case. The County cannot support the establishment of RIC 4 campgrounds at the site. The area development proposal should be drafted as an exception RIC 4 which does not allow all the specific uses but only those necessary to provide an adequate exchange of visitor information. We are also concerned about the size of the RIC 4. It appears that the size may be larger than actually necessary.

The Forest Service needs to work with local service providers as soon as possible to confirm service providers for all its sites. According to the Corbett District Fire Chief, the Reynolds property is not included in any fire district. This is a very dangerous situation due to its proximity to the metropolitan area. We urge the Forest Service to address these types of situations.

In the last SMA draft, there was a proposal for a Lewis and Clark Marine Park; it is not included in this draft. The County is in agreement that the majority of this site should be maintained for wildlife and plant habitats. The Forest Service is in the process of performing a comprehensive resource analysis of the site. This information will assist in determining the use level of the site. Gary and Flag Islands, located in the proximity of the proposed camping site, are managed by the County for wildlife habitats. Informal camping occurs at the proposed Lewis and Clark site; this level of use will in all likelihood continue. The lack of campsite facilities in this area will not preclude dredging of the nearby channel.

Dalton Point

The recently received RIC map has no RIC designation for Dalton Point. We recommend a

RIC 3 for this site.

Women's Forum

The plan indicates a RIC 4 for this site. Women's Forum is primarily a viewing point— a brief stopping area. According to State Park officials, most visitors are at the site for 15 minutes or less. The inclement weather is not conducive for an extended stay at the site. There appears to be no major justification for a RIC 4 designation. Multnomah County recommends a RIC 3.

Larch Mountain (South of Multnomah Falls)

There are many large sites in this area designated RIC 3. Why has the Forest Service designated these RIC 3? Many of these areas are difficult to access. Multnomah County is concerned that many of these sites cannot easily accommodate the proposed level of recreation use. In addition, the cumulative effects have not been adequately planned, so we are reluctant to continually promote higher levels of recreation use. Are these areas sensitive big game wintering areas? Multnomah County recommends designating many of these areas RIC 2 until further studies of the area are completed.

Seven Gables (South of Bridal Veil)

This site has been designated an RIC4. The current road access to this area can not accommodate this high level of recreation use. Direct access to the site is from the Historic Columbia River Highway. Many of the sites along the highway are designated RIC 2. It appears unrealistic to imagine RVs traveling up the steep, narrow, and unpaved access road. We recommend a RIC 3 until the access road is changed to provide a safe route to the site and other issues have been adequately considered.

RESIDENTIAL LANDS

GMA General Comments and Recommendations: The Land Use Designations map indicates proposed "residential"areas in the NSA Plan. Each GMA area is assigned a "density" based upon the minimum lot size (in acres). The residential areas in Multnomah County are described as follows:

NSA Plan	General Area	Current Zone
10-acres	Banner Acres/ West Corbett/ North Springdale	EFU (38-acres)
5-acres	Corbett Hill Road/ North Corbett	RR (5-acres)
5-acres	South Corbett	MUA-20 (20-acres)
5-acres	Southeast of Littlepage Road	MUA-20 (20-acres)
10-acres	Knieriem Road area/ South of Thors Heights	MUA-20 (20-acres)
5-acres	Bridal Veil (GMA only)	RC (1-acre)
2-acres	Sandy River/ Big Bend	RR (5-acres)

These proposed designations generally reflect the existing parcelization and land use patterns evident in these parts of the county. The proposed rural residential designations will not result in significant new development potential (i.e., new houses) in any of the areas described above. Even the Banner Acres EFU area could only develop three or four new residences under the proposed 10-acre designation. This figure assumes Lots of Record with less than 10-acres could develop a single family residence if scenic and other resources are assured protection.

A complication which may result from the residential designation is the prospect of a Goal Exception process for the County. If we amend our plan and zoning to reflect the NSA Plan, would an Exception process be required for the Banner Acres/ West Corbett area, (an area currently zoned EFU)? If so, it may be an excessive burden for the County when the result of the change is a potential for three or four new houses.

The proposed 2-acre zone for the Sandy River/ Big Bend area seems an unnecessary change from the current County RR zone (a 5-acre zone). The entire area is divided into lots averaging less than 2-acres; there are no parcels over 4-acres. Therefore, there is no land division potential created by the 2-acre designation. The County does not have a 2-acre rural zone, therefore a complete new Zoning Code subsection would need to be written for a very small area, and no benefit or change would result from the new zone.

Policy: **GMA Residential Land, Policy No. 5, page I-61** (Allows for a density bonus and clustered housing in R-5 and R-10 designations)

COMMENTS AND RECOMMENDATIONS: In 1990, Ordinance #643 amended the Zoning Code to allow planned developments (PD's) in rural 'exception' areas. The County Zoning Code does not allow density bonuses for PD's in rural districts [Ref. MCC .6218(B)]. The proposed R-5 and R-10 (i.e., 5-acre and 10-acre minimum Rural Residential districts) could develop with a clustered pattern (e.g., to avoid steep slopes, natural features, etc.). It seems both ironic and inconsistent to allow a density bonus for PD's within the Gorge NSA when such bonuses are not allowed in other rural parts of the County.

The residential section does not have a policy on houseboats. Multnomah County restricts houseboats east of the Sandy River. We recommend including a similar policy in this section.

SMA GENERAL COMMENTS AND RECOMMENDATIONS: The Bridal Veil residential area (in the SMA) is not designated residential. Existing residential uses should be permitted to continue (see discussion above under SMA Recreation Development)

Latourell is the only Multnomah County area effected by the proposed policies. Policy #4 requires consolidation of contiguous lots under the same ownership at the time of The NSA Act. The current County Zoning Code does not include a lot consolidation provision in Rural Residential zones. It may be problematic to discern ownerships in November, 1986. What is the effect of "...splitting these consolidated parcels" if it was done between 1986 and adoption of the 1991 Plan? Also, the policy should clarify whether lots separated by a street

or public right-of-way are consolidated. We recommend the consolidation date be based upon the plan adoption.

The residential section does not have a policy on houseboats. Multnomah County restricts houseboats east of the Sandy River. We recommend including a similar policy in this section.

KEY VIEWING AREAS AND LANDSCAPE SETTINGS

GMA General Comments and Recommendations: The intent of these guidelines is usually clear and easy to understand. The Design Guidelines for the various settings could likely be incorporated or referenced in the County's *SEC Criteria* of the Zoning Ordinance [MCC .6420]. The landscape settings in the GMA and SMA should be merged. The GMA settings adequately cover the scenic resource issues and objectives in the SMA areas. For brevity, ease of administration, and reduction of staff time and costs, the two landscape settings sections should be combined.

Guideline: **Scenic Resources, Guideline No. 1, page II-29** **New** development shall be compatible with the general scale (height, dimensions and overall mass) of development in the vicinity.

Comments and Recommendations: This guideline should include expansions and modifications of **existing** buildings. A practicable approach would allow discretion and reasonable judgement in the decision to avoid discouraging minor upgrading but control development of major expansions and modifications. For example, the guideline could be triggered if a certain amount of money was invested into the project or a certain percentage of the building was being modified or expanded.

Guideline: **Scenic Resources, Guideline No. 2, page II-29** **New** commercial buildings shall be limited in size to a total floor are of 5,000 square feet or less, and limited in height to 2-1/2 stories or less.

Comments and Recommendations: There are no design guidelines addressing expansion of existing buildings. The guidelines should include the expansion or modification of existing buildings. Existing commercial buildings larger than 5,000 should not be allowed to expand the existing building, but may be able to expand in a detached structure on the site.

Guideline: **Scenic Resources, Guideline No. 3, page II-29** **New** commercial, institutional (churches, schools, government buildings) or multi-family residential uses on parcels fronting a Scenic Travel Corridor (Washington State Route 14 or the Historic Columbia River Highway), parking shall be limited to rear or side yards of buildings to the maximum extent practicable.

Guideline: **Scenic Resources, Guideline No. 4, page II-29** New vehicular access points to the Scenic Travel Corridors shall be limited to the maximum extent practicable and access consolidation required where feasible.

Guideline: **Scenic Resources, Guideline No. 5, page II-29** New development proposals shall be encouraged to follow planned unit development approaches, featuring consolidated access, commonly-shared landscaped open areas, etc.

COMMENTS AND RECOMMENDATIONS: The above three guidelines should include expansion or modification of existing commercial uses or vehicular access points. (See comment under guideline 1.) Inclusion of modifications or expansion of existing uses then allows all the design guidelines to be applied to the proposed project.

Guideline: **Scenic Resources, Guideline No. 9, page II-30** Design features which create a "pedestrian friendly" atmosphere, such as large shop windows on the ground floor of the commercial buildings, porches along ground floors with street frontage, etc. should be encouraged.

COMMENTS AND RECOMMENDATIONS: A village setting policy should be included to encourage pedestrian walkways and bicycle paths. This addition would complement the Commission's desire to create a "pedestrian friendly" atmosphere.

Policies: **Scenic Resources, Village Setting Policies No. 1 & 2, page II-30** Lists consulting agencies and groups for rural center design guideline reviews and parking reviews along the Historic Columbia River Highway.

COMMENTS AND RECOMMENDATIONS: The County is not listed. We recommend that the County be listed as a consulting agency in both policies one and two.

SIGNS (GMA and SMA)

GMA GENERAL COMMENTS AND RECOMMENDATIONS: The GMA guidelines will require a discretionary review of sign designs within the NSA. Current County sign provisions only assess the size, height, placement and features (*e.g.*, illuminated, flashing, *etc.*). The SMA Scenic Resources guidelines do not address sign designs. Signs in the SMA are addressed under the General Policies and Guidelines in Part I, Chapter 7.

Separate sign guidelines for the SMA and GMA seems redundant and unnecessary. The two sections are nearly the same. In the interest of brevity (and simplicity), only one sign guideline section should be in the Plan.

RESOURCE PROTECTION: SMA RESIDENTIAL GUIDELINES

SMA General Comments and Recommendations: The SMA guidelines require that new buildings be consistent with the historic architectural style predominant in Latourell. While we assume this is a reference to the *Victorian* and *Craftsman* styles common from the 1890's to the 1920's, the specific intent of the guideline could be explained and detailed in the proposed 'visual subordinance handbook' or other guide.

The Wildlands, Woodlands, and River Bottomlands SMA landscape settings have specific design ideas or concepts for new structures. As an example, the Wildlands section states that structures shall have a "rustic appearance". We agree with the intent of the guideline. Examples of specific and desired features of a rustic appearing structure should be provided. Some examples might include: the visible use of logs or heavy timber construction; exterior use of indigenous uncut or rough-cut rock or stone; exposed log or heavy timber rafters and/or brackets under the eaves (rather than a finished soffit or fascia); unpainted or clear non-glossy finished wood or stone surfaces; no brick or shiny "mill-finish" metallic surfaces; etc. These types of examples can be included in design handbook or guide which supplements the Plan. Other SMA settings require buildings to have a "...vertical overall appearance", or "...an overall horizontal appearance". These design concepts should be illustrated and explained in a guide or handbook to assist designers and decision makers.

As noted, above, the landscape settings in the GMA and SMA should be merged. The GMA settings adequately cover the scenic resource issues and objectives in the SMA areas. For brevity, ease of administration, and reduction of staff time and costs, the two landscape settings sections should be combined.

ECONOMIC DEVELOPMENT

General Comments and Recommendations: The states' economic development plans **should not** be included in the final management plan. The planning and review processes were different. When a county approves the management plan they should not have to approve a plan that was not part of this comprehensive planning process.

IMPLEMENTATION

General Comments and Recommendations: The SMA policies and guidelines are still dissimilar enough from the GMA policies and guidelines that it appears that our implementing zoning code would have to contain a separate zoning district for each land use designation in each SMA and GMA sections. This would more than triple the number of rural zones we have in the County Code. The number of zones and difficulty of administration could be reduced if the gaps were bridged between the SMA and GMA land use policies and guidelines. We feel there are still many areas for this improvement, such as cultural resource section. The SMA section defers to the GMA section for all development proposals except

those on public lands, open space designated land, publicly funded projects, federally assisted projects and forest practices and community facilities.

Inconsistencies with the plan's guidelines and the state land use goals will require resolution. The extent of County involvement in terms of time and financial resources, in resolution of these issues is unclear at this time.

Requirements for implementation of the plan may significantly increase the planning staff's workload for future code revisions, administration, and enforcement of the guidelines. We request resources and/or assistance in these matters.

What responsibilities will the Forest Service have after adoption of the plan. Will they continue current land use review responsibilities or will these land use reviews responsibilities be deferred to the counties?

Maps: **Final Draft Maps of Land Use Designations, Recreation Intensity Classes, and Landscape Settings.** (These are three enclosed maps at a scale of one inch equals one mile).

Due to the large land area covered by these maps and other maps provided to the County, none of the maps provided have included individual property line information. Accurate mapping of the different land use designations, recreation intensity classes and landscape settings in relation to property lines is essential before County Comprehensive Plan and zoning amendments can take place.

Multnomah County would like a commitment from the Gorge Commission and US Forest Service to return to each County maps showing the various designations on a "tax lot" base map. It would be necessary for each County to submit three copies of up to date Assessment and Taxation maps, which would vary widely in scale, but which would be accurate in transferring the designations to official Comprehensive Plan and zoning maps.

MULTNOMAH COUNTY'S PORTION OF THE NATIONAL SCENIC AREA

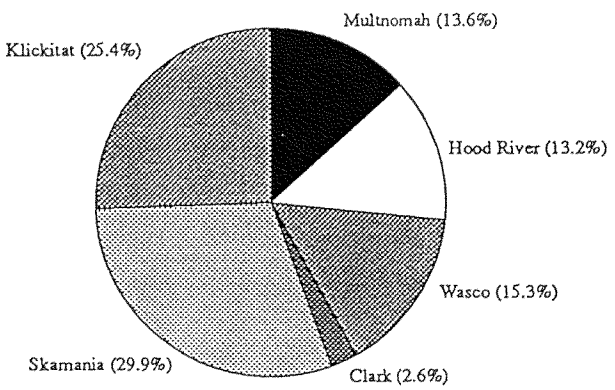


Figure 1. Percent of National Scenic Area in each county

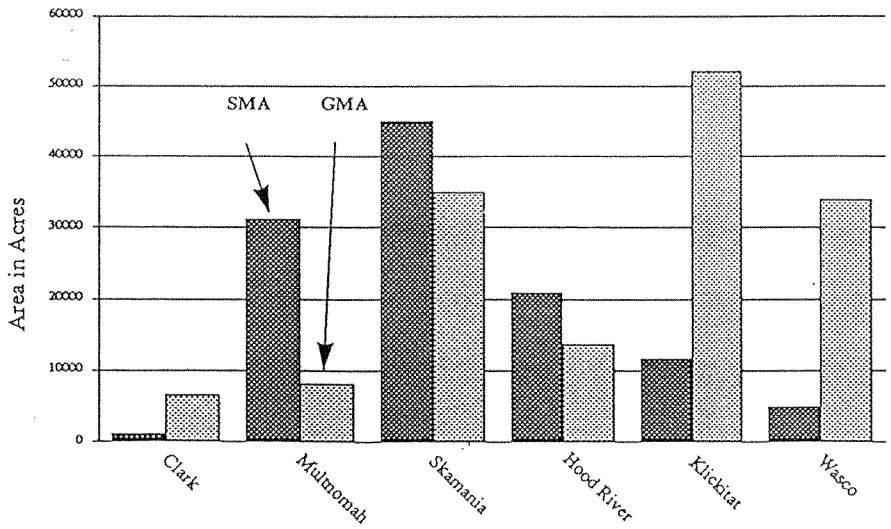


Figure 2. Acres of GMA and SMA in each county

Oregon

STATE MARINE BOARD

March 2, 1991

Brian Litt, Planner
Columbia Gorge Commission
PO Box 730
White Salmon, WA 98672

RE: Draft Management Plan
Corbett Landing

Dear Brian:

This letter is in response to your request for additional details on comments made by the State Marine Board on the Draft Management Plan with respect to Corbett Landing. Based on our recent conversation there appears to be a strong interest by the Gorge Commission on this facility.

Let me preface the following comments with this statement, so there is no further misunderstanding with the basis of the Boards evaluation of the site. The Board has not performed any preliminary engineering/feasibility work at the site. The issues raised are based solely on cursory field observations by staff on the ground and by boat.

If the Commission or others are interested in pursuing some level of improvements at the site, we suggest that additional preliminary engineering be undertaken to further identify facility attributes/constraints and develop a more confident cost estimate for any developments proposed.

As I mentioned to you on the phone the Boards Facilities Staff Engineer, based solely on the analysis as mentioned above, believes there may be some serious problems with development of this site to meet minimum safety standards as set forth by the Board and others for recreational boat launching facilities.

With this in mind the following is the preliminary/conceptual cost breakdown of the $600,000+ summary cost outlined in our comments to the Draft Management Plan for the major "needs" observed at the site.

1. Wave Attenuation Device with piling and associated walkways (some methods can also serve as a fishing pier, transient boat tie-up and picnic platform) Est. Cost $250,000.

2. Concrete Boat Ramp with boarding floats, piling, riprap, fill and demolition. Includes possible retaining wall along bank of freeway to provide additional boat trailer maneuvering area. Est. Cost $200,000.

3. Parking Area at ODOT's gravel pit with a public restroom. Includes possible rockfall barriers and pedestrian walkway signalized crossings for pedestrian access to the boat ramp. Est. Cost $150,000.

3000 Market St NE #505
Salem, OR 97310
(503) 378-8587

Handout #4
9-3-91
B-3

1990 Annual Report

COLUMBIA RIVER GORGE COMMISSION

COLUMBIA RIVER GORGE COMMISSION

COLUMBIA RIVER GORGE COMMISSION

P.O. Box 730 288 E. Jewett Blvd. White Salmon, WA 98672 509-493-3323

July 1991

The Honorable Barbara Roberts, Governor of Oregon
The Honorable Booth Gardner, Governor ofWashington

Dear Governors Roberts and Gardner:

The Columbia River Gorge Commission is pleased to submit to you our third annual report, recording our work in the Columbia River Gorge National Scenic Area during 1990.

After three and a half years on the job in the Gorge, we are pleased to report that we, along with our partner the U.S. Forest Service, completed work on preliminary draft management plans for the region. The Commission's plan addressed General Management Areas, about 149,500 acres of the Scenic Area, while the Forest Service plan covered Special Management Areas, 114,600 acres of the National Scenic Area.

The Commission's plan was the result of a three-step process: Preparing and analyzing studies and inventories of Gorge resources, mapping land use designations and recreation intensity classes to govern where new development could take place, and drafting management goals, policies and guidelines. At each step, the Commission consulted with Gorge counties, Indian tribal governments, agencies in both states and citizen advisory groups. Its decisions were made at dozens of public meetings, often after lengthy debate and thorough discussion. It considered each issue carefully, analyzing comments from many sources, and always keeping the purposes of the National Scenic Area Act in mind:

> "(1) To establish a National Scenic Area to protect and provide for the enhancement of the scenic, cultural, recreational, and natural resources of the Columbia River Gorge; and
>
> (2) To protect and support the economy of the Columbia River Gorge area by encouraging growth to occur in existing urban areas and by allowing future economic development in a manner that is consistent with paragraph (1)."

As 1990 ended, the Commission was poised to conduct an intense campaign of public, city and county, state and federal agency, and Indian tribal review of its draft document. The Commission knew that while a preliminary plan was complete, the work was far from done.

For the Commission,

Stafford Hansell,
Chair

Pat Bleakney,
Vice-chair

Table of Contents

Background . . . . . Page 1
The Commission . . . . . Page 3
Partnership & Consultation . . . . . Page 5
Preliminary Management Plan . . . Page 7
Public Involvement &
Information . . . . . Page 16
Meeting & Interpretive Centers . . Page 18
Development Review . . . . . Page 20
Budget . . . . . Page 24
Annual Audit . . . . . Page 26

Background

When the Columbia River Gorge National Scenic Area was established in 1986, Congress had a vision of how the special qualities of the Gorge area could be protected, while traditional land uses -- ranching, farming, and forestry -- were pursued. Growth would be funneled into existing cities and towns while sensitive resources were preserved. Through the Columbia River Gorge National Scenic Area Act, Congress directed the U.S. Forest Service and the Columbia River Gorge Commission to make its vision a reality.

Congress passed an Act with two purposes:

1. To establish a national scenic area to protect and provide for the enhancement of the scenic, cultural, recreational, and natural resources of the Columbia Rive Gorge; and

2. To protect and support the economy of the Columbia River Gorge area by encouraging growth to occur in existing urban areas and by allowing future economic development in a manner that is consistent with paragraph 1.

To achieve these purposes, Congress called for a management plan to treat the two-state, six-county area as a region. The Forest Service and the Gorge Commission were directed to prepare the plan and local Gorge counties will be asked to implement it through their land use ordinances.

To facilitate preparation of a plan to meet both purposes of the Act, Congress divided the Scenic Area into three categories of land:

Thirteen urban areas -- North Bonneville, Stevenson, Carson, Home Valley, White Salmon, Bingen, Lyle, Dallesport, and Wishram, Wash. and Cascade Locks, Hood River, Mosier and The Dalles, Ore. These 28,500 acres are exempt from the management plan, but are eligible to receive federal funds authorized to implement it. They will be the focus of future growth and economic development.

Special Management Area -- 114,600 acres of the region's most sensitive lands, concentrated in the western half of the scenic area. The Forest Service, an agency with deep roots in the region, was directed to prepare a management plan for the SMA. It was also given authority to purchase these lands and the opportunity to exchange SMA timberland for land outside the area.

In some instances, Congress directed that development on SMA lands be more strictly regulated than in other areas. For instance, land divisions are prohibited, new homes are not allowed on parcels less than 40-acres in size, and forest practices are regulated for scenic, cultural, natural and recreational concerns.

General Management Area -- 149,500 acres remain. The Gorge Commission was authorized to plan for the GMA, which blankets most of the eastern Gorge. These lands are largely devoted to traditional resource uses, yet contain scattered areas of residential development.

Congress spelled out a three-step process for developing a regional management plan:

Inventories and Studies - A series of inventories of Gorge resources and studies of its recreation and economic potential were mandated. The Commission and Forest Service completed most of these studies in 1988. They revealed a rich montage of cultural, natural, and scenic resources, economic opportunities and recreation facilities and potential.

Land Use Designations - The Act next called for land use designations to map areas suitable for future land and resource use, including agriculture, forestry, residential development and commercial and recreational facilities. The Act said that special and sensitive lands should be designated as open space and protected. Preliminary maps were prepared and presented to the public at workshops in fall, 1989.

The Commission also mapped recreation intensity classes, an overlay of the entire GMA. They divide the area into four classes, depending upon their suitability for future recreation use.

Guidelines for Ordinances - The Commission's next job was to combine studies and inventories with land use and recreation designations to develop goals, policies and guidelines for the management plan itself. The Act specified that these guidelines had to meet several standards. For the GMA, they must:

- Protect and enhance agricultural land for agricultural uses, yet allow its conversion to open space, recreation development or forest land;
- Protect and enhance forest land for forest uses, and allow its conversion to agricultural land, recreation development or open space;
- Protect and enhance open spaces;
- Protect and enhance public and private recreation resources and opportunities;
- Prohibit industrial development;
- Require commercial and residential development to take place without adversely affecting scenic, cultural, recreation, and natural resources; and
- Require that exploration, development and production of mineral resources take place without adversely affecting scenic, cultural, recreation, and natural resources.

The Commission released a preliminary draft plan to meet these standards for the GMA in December 1990. The Forest Service released its draft plan for the SMA in October 1990.

Final Management Plan - The Gorge Commission intends to adopt a final management plan in October 1991. According to the Act, the Commission is responsible for adopting a Gorge-wide management plan, but it must accept without change the Forest Service plans for the SMA lands.

Commission adoption, however, is only the first step in completing

a regional management strategy. The final management plan will be sent to the Secretary of Agriculture for concurrence, as required by the Scenic Area Act. With his concurrence, or if the Commission votes to override his non-concurrence, the plan will be presented to Gorge counties to put into practice through local ordinances. When a county has submitted ordinances the Commission approves for the GMA and the Secretary of Agriculture concurs with for the SMA, it is eligible to receive federal funds outlined in the Scenic Area Act:

- **$10 million** - Economic development grants and loans, to be evenly split by the two states
- **$10 million** - Recreation facilities
- **$10 million** - The Gorge Discovery Center, an interpretive center, in The Dalles, Ore. and Skamania Lodge, a conference center, in Stevenson, Wash.
- **$2.8 million** - Repair and reconstruction of Oregon's Historic Columbia River Highway.

The Commission

Congress established a two-tiered management approach for the Columbia River Gorge, dividing responsibility between the U.S. Forest Service and a regional commission representing local, state and national interests. Each governor appoints three members, the six Gorge counties each appoint one member, and the Secretary of Agriculture names one nonvoting member.

The Columbia River Gorge Commission was created when the first four members from each state were appointed, in June 1987. Each member serves a four year term, although the first terms were staggered in four to six year terms. The first terms expire in summer 1991. During 1990, there was only one change in Commission membership: Secretary of Agriculture representative Art DuFault, Forest Service Scenic Area Manager, retired in October and was replaced by Jurgen Hess, a Forest Service planner.

Each July the Commission elects its officers. In 1990, Stafford Hansell of Boardman, Ore., an appointee of Governor Goldschmidt, was elected Chair for a fourth term. Pat Pleakney of Dallesport, Wash., representing Klickitat County, was elected Vice-chair. These two share duties presiding at Commission meetings and representing the Commission at other official functions.

The Commission has its offices in White Salmon, Wash., and employs a staff of eight full-time employees:

Richard Benner . . . Executive Director
Portland, OR

Columbia River Gorge Commissioners, 1990

Name, Address	Occupation	Appointing Authority
Chair Stafford Hansell, Boardman, OR	Rancher	Oregon Governor
Vice-chair Pat Bleakney, Dallesport, WA	Rancher	Klickitat County
Barbara Bailey, The Dalles, OR	Orchardist, Licensed Realtor	Oregon Governor
Dave Cannard, Vancouver, WA	Insurance Executive	Washington Governor
Stuart Chapin, White Salmon, WA	Retired Planning Professor	Washington Governor
Don Clark, Portland, OR	Housing Authority Director	Oregon Governor
Jurgen Hess, Hood River, OR	USFS Planner (nonvoting)	Secretary of Agriculture
Ray Matthew, The Dalles, OR	Retired Businessman	Wasco County
Joyce Reinig, Hood River, OR	Nurse, Businesswoman	Hood River County
Kristine Olson Rogers, Portland, OR	Associate Dean, Professor of Law	Multnomah County
Gayle Rothrock, Vancouver, WA	Housing Authority Director	Washington Governor
Nancy Sourek, Carson, WA	Emergency Services Coordinator	Skamania County
Bob Thompson, Brush Prairie, WA	Public Utility Executive	Clark County

Allen Bell . . . . . Land Use Planner
Mosier, OR — Cultural Resources, Natural Resources

James Johnson . . . Land Use Planner
The Dalles, OR — Agricultural Land, Forest Land, Residential Develop., Commercial Develop.

Sinclair Kinsey . . . . Land Use Planner
Hood River, OR — Development Review

Brian Litt . . . . . Land Use Planner
Hood River, OR — Recreation, Scenic Resources

Sherril Anderson . . Public Involvement/
White Salmon, WA — Information Coordinator

Jan Brending . . . . . Administrative/Development Review Assistant
White Salmon, WA

Nancy Andring . . . . Secretary
White Salmon, Wash.

The Commission also occasionally employs a part-time clerk.

The Commission generally meets three times each month. The first meeting, on the second Tuesday of each month, is dedicated to business, including hearing appeals of development review decisions. The next meetings, held on the fourth Monday and Tuesday, are devoted to management planning issues. It is at these sessions that the Commission listened to public comment, considered input from advisory groups and specialists, and adopted the goals and policies that became the preliminary draft plan.

The Commission attempts to meet throughout the Gorge, where suitable space is available.

Committees

The Commission has several active committees, including:

- Transportation Committee to oversee studies of the major transportation corridors in the Scenic Area (Interstate-84 and the Columbia River Highway in Oregon, and Washington's State Route 14). Studies have examined opportunities to enhance the corridors for safety, aesthetics and local and visitor traffic. The committee also considers the implications of planning on transportation and promotes alterative transportation in the Scenic Area.

- Public Involvement Committee to oversee the Commission's public involvement program and recommend new strategies for maximizing public access to the planning process.

- Development Review Committee to oversee the process for reviewing applications and recommend changes to the rules governing that process.

- Budget and Personnel Committees to oversee planning for and execution of the Commission's $1.14 million biennial budget and personnel matters.

In 1990, the Commission held 34 regular meetings and dozens of committee meetings, workshops, site visits and special sessions.

Partnership & Consultation

The job of preparing and implementing a management plan for the National Scenic Area is a monumental task, one too large for any single entity. Congress anticipated this and gave eight entities leading roles in protecting and enhancing the Scenic Area. The Commission and the Forest Service are to develop a regional management plan. The six Gorge counties are to implement the plan through local land use ordinances.

Commission - Forest Service Partnership

Throughout 1990, the Commission and Forest Service continued the cooperation that has marked their relationship since the Commission's creation. Together they studied and inventoried the Scenic Area in 1988. In 1989, planners from both agencies analyzed inventory information, settled on criteria for classifying lands, and mapped preliminary land use designations and recreation intensity classes. They also undertook a joint public involvement program to ensure full public review and comment on planning options.

In 1990, the two agencies conducted another round of combined public involvement meetings and events and consulted one another as they developed their separate draft management plans. They also cooperated in a program to develop a Gorge-wide design and theme for public signs and the Forest Service periodically updated the Commission on its other programs, including land acquisition and interpretive planning.

Cooperation is also evident in the agencies' development review work. The Commission has adopted nearly the same standards the Forest Service uses for evaluating proposed development. The Forest Service is notified about each application the Commission receives, and its comments are invited. Likewise, the Forest Service notifies the Commission of proposals falling under its review, and solicits Commission advice.

The Scenic Area Act authorizes the Forest Service to provide technical assistance to the Commission. The Commission has benefitted particularly from the agency's sophisticated computer system for storing inventory and study results and producing maps.

The Commission also pays for some assistance, including the services of an archaeologist to review proposed development and consult with Indian tribes.

Commission - Counties Consultation

The Commission works with Gorge counties on two levels: periodic consultation with county commissioners and regular meetings with county planners.

The Commission has met with elected officials at critical planning junctures: when inventories were completed, as preliminary maps were drafted, and when the preliminary plan was released. Occasional meetings have also been held to review the planning process and opportunities to participate in it.

The Commission's most direct link with local jurisdictions has been through the planning directors from the six Gorge counties. They have formed a Planners' Advisory Committee to discuss planning options and local concerns. This committee met throughout the year to evaluate Commission planning recommendations.

In addition, the Commission sends the county planning offices notices of proposed development and welcomes their comments. Notice is also mailed to community councils, if a project is planned within their boundaries. This encourages a high level of information about what the Commission is doing and grass-roots participation.

Commission - Tribal Government Consultation

The Commission and Forest Service also coordinate their activities with the four Indian tribal governments who have a history in the Columbia River Gorge. The tribal governments -- the Nez Perce Tribe, the Confederated Tribes and Bands of the Yakima Indian Nation, the Confederated Tribes of the Warm Springs of Oregon, and the Confederated Tribes of the Umatilla Indian Reservation -- are all represented on a Tribal Consultation Council. The council met regularly throughout 1990 to review Commission planning options, particularly cultural resource protection strategies.

Also, notice of all proposed development is sent to tribal governments for their review and comment.

Commission - Agency Consultation

Many state and federal agencies are active in the Columbia River Gorge and have assisted the Commission and Forest Service in collecting and analyzing information. Resource agencies reviewed the draft plan guidelines and designation maps to ensure that they protected natural, cultural and recreation resources. U.S. Fish and Wildlife Service and Soil Conservation Service, as well as state Heritage Programs and parks, fish, wildlife and game agencies have been especially helpful.

In 1990 a joint meeting and Gorge tour with Oregon's Land Conservation and Development Commission gave the Commission the opportunity to discuss its planning and LCDC's program.

The Commission worked with the state Depts. of Transportation to implement recommendations to improve major travel corridors -- Interstate 84, the Historic Columbia River Highway and State Route 14 -- for safety and aesthetics.

The Commission also consulted with the two states as they developed economic development plans for $10 million in federal funds authorized for the Scenic Area. Economic development updates were a regular part of Commission meetings.

Preliminary Management Plan

Three and a half years of Commission work culminated in the December 1990 release of a Preliminary Draft Management Plan for the General Management Area. It complemented the Forest Service's Draft Management Plan for the Special Management Area, released two months earlier.

Dozens of Key Community Contact meetings, open houses and workshops, as well as consultation with counties, tribal governments and state and federal agencies, helped the Commission set policy direction. That direction was converted to proposed management language by the Commission's staff, then discussed and refined by the Commission. For the first time, concrete management proposals were open for public review and comment.

The Commission knew its work wasn't finished when its preliminary plan was released. As 1990 ended, the Commission commenced a two-month public involvement period, including information workshops in each Gorge county and Portland, four public hearings, and a written comment period. Poised at the threshold of 1991, the Commission looked forward to having its preliminary work thoroughly digested and dissected by all interested parties. It knew there were months of intense debate, listening, questioning and rethinking ahead.

The management plan for the GMA, according to Congress' direction, was to meet several goals:

- To protect and enhance agricultural land for agricultural use.
- To protect and enhance forest land for forest use.
- To protect and enhance open spaces.
- To protect and enhance public and private recreation resources.
- To prohibit industrial development outside Urban Areas,
- To permit residential and commercial development that does not adversely affect scenic, cultural, recreation or natural resources.
- To permit mineral resource exploration and development that does not adversely affect scenic, cultural, recreation or natural resources.

The Commission's plan presented a combination of goals, policies and guidelines keyed to maps of draft land use designations and recreation intensity classes. The plan proposed designating a majority of the GMA for forestry and agriculture, while setting aside areas with the most critical resources for additional protection as open space. The plan also acknowledged areas devoted to residential and commercial use and encouraged new recreation in suitable locations.

Contrary to the fears of some, it did not propose "locking up" the Gorge, nor did it envision the area's wholesale alteration. A major theme of the plan was protecting the Gorge through preserving existing uses and landscapes, while maintaining a long-range vision of the Gorge as a vital economic region.

Agricultural Land

The Scenic Area Act said that land used or suitable for agriculture -- growing crops, fruit or other products and grazing livestock --

must be protected and enhanced for agricultural use. To achieve this, the Commission divided agricultural land into two classes:

Large-scale agriculture, or lands that are used or suitable for large-scale, commercial agriculture that employs workers or provides significant products; and

Small-scale agriculture, or lands that are suitable for part-time agriculture or an agriculture use that is too small to support workers or provide significant products. These are lands that are not able to be consolidated with large-scale agricultural holdings.

On large-scale agricultural lands, the preliminary plan allowed new houses if they were "in conjunction with and would substantially contribute to" current agricultural use and would not interfere or conflict with nearby agriculture. Non-farm dwellings would be allowed on existing lots that were too small or unsuitable for farm use, if they would not conflict with nearby farm practices.

An easier policy was proposed in small-scale agricultural areas: new houses would be allowed on existing undeveloped lots, regardless of whether they were in agricultural use. New houses would have to meet guidelines to protect scenic, natural, cultural and recreation resources, however.

Minimum lot sizes were proposed to prevent agricultural land from being converted to other uses. New lots would have to be large enough to ensure efficient agricultural management, considering common field sizes for various crops, adjacent land uses, and common parcel sizes in an area. A 40-acre minimum lot size was proposed for irrigated orchards and other crop land designated large-scale agriculture. On dry land orchards a 60-acre minimum lot size was proposed. For range land, minimum lot sizes of 160 or 320 acre were proposed.

In small-scale agricultural areas, a 20-acre minimum lot size was recommended.

In both classes of agricultural land, the minimum lot size was increased as needed to protect other resources, such as deer and elk winter range, scenic sensitivity, and landscape setting.

Allowable uses in agricultural areas included agriculture, forestry and maintaining or reconstructing existing roads. New houses, agricultural buildings and accessory buildings were also allowed, if they met standards for protecting scenic, cultural, natural and recreation resources.

Other activities -- including seasonal farm labor housing, utility facilities, home occupations, cottage industries, fruit and produce stands, wineries, agricultural product processing and packaging, rock quarries, personal use airstrips, aquaculture, and boarding and raising of horses -- were proposed as conditional uses.

The preliminary plan allowed agricultural land to be converted to recreation, consistent with recreation intensity class regulations.

Forest Land

Congress' direction for forest land -- and the Commission's response -- closely parallelled agricultural land. Congress said forest land must be protected and enhanced for forest practices. The Commission's preliminary plan proposed three classes of forest land:

Commercial forest land, which included land in industrial and public ownership, generally in tracts of 160 or more acres. These lands have few residences and are generally surrounded by other commercial forest lands or large woodlands.

Large woodlands, or large tracts (usually 80 acres or larger) held by nonindustrial owners. They also have few residences and no organized structural fire protection services. They are usually bounded by other large woodlands or commercial forest lands.

Small woodland designation was proposed for land in smaller tracts (usually 20 acres or larger), which is generally owned by private, nonindustrial owners. These lands have structural fire protection services. They often serve as transition lands, between large woodlands/commercial forest land and residential lands.

To retain the forest land base, the Commission proposed that lands in these classes not be redesignated to a less-restrictive forest land class.

The plan allowed division of commercial forest land and large woodland only to facilitate forest management. In small woodlands, a minimum lot size of 20- to 40-acres was proposed. (Some landscape settings, and areas with winter range habitat and scenic sensitivity, required a larger minimum lot size.) Land divisions would have to be in conjunction with continued forest production; no new non-forest parcels were allowed.

The preliminary plan prohibited new residences on commercial forest land. On large woodlands, they would be allowed if they "contribute substantially to effective and efficient forest management" and a forest management plan was prepared. In small woodlands, new homes would be allowed if they were in conjunction with forest management, as shown by enrollment in the state's forest value assessment program.

Fire protection standards for new houses in forest lands were also proposed. They required fuel breaks (buffers where trees and brush are cleared or planted in fire resistant vegetation), fire-resistant roof and deck materials, screened chimneys or stovepipes, adequate water storage for fire fighting, and access drives to accommodate fire equipment.

Forestry, agriculture and maintenance or reconstruction of existing roads would be allowed outright in forest lands.

The following uses would be allowed, subject to review of scenic, cultural, natural and recreation guidelines: temporary structures that are part of a forest operation, private hunting and fishing operations (without lodging accommodations), towers and fire stations for forest fire protection, agricultural buildings, accessory buildings, and temporary use of a mobile home in cases of family hardship.

Other activities were proposed as conditional uses: seasonal farm labor housing, utility facilities, home occupations, cottage industries, fruit and produce stands, wineries, agricultural product processing, rock quarries, personal use airstrips, aquaculture, boarding and raising of horses, and construction of new public roads.

Recreation development consistent with recreation intensity classes would also be conditionally allowed.

Recreation

Recreation is the only development in the Scenic Area that is given equal weight with cultural, scenic and natural resources. The Act directs the Commission to both protect and enhance it. Further, new recreation use is encouraged; the Act tells the Commission to identify areas suitable for public use facilities and increase recreational access to the Columbia River and its tributaries. Commission plans, particularly new river access projects, must not interfere with Indian treaty rights and other rights, according to the Act. The Act also sets aside $10 million in federal

funds to help encourage public use recreation.

Recreation Intensity Classes

The Commission produced a recreation plan that would capitalize on opportunities for new or enhanced recreation use, while protecting scenic, cultural, and natural resources. To accomplish this, resource data on GMA lands was overlaid with information on recreation potential to produce four recreation intensity classes.

The classes would allow different types and intensities of resource-based recreation (recreation that depends upon the natural, scenic or cultural resources of the Scenic Area and that would not adversely affect them). The classes proposed were:

Class 1 - This very low-intensity recreation class was proposed for areas with significant natural resources, as well as high-value agricultural land (such as orchards, vineyards, and row crops). Trails, paths, and parking areas for trailheads, scenic viewpoints and overlooks, nature study and viewing areas, river access and interpretive signs would be allowed.

Class 2 - This low-intensity recreation class was proposed for most cultivable agricultural land, plus most forest and residential land and the Columbia River. Allowable uses would include parking areas for trailheads, scenic viewpoints and overlooks, nature study, river access, interpretive signs, picnic areas, and small campgrounds.

Class 3 - This class would accommodate moderate-intensity recreation uses, including parking for trailheads, scenic viewpoints and overlooks, nature study, river access, interpretive facilities, visitor information and education facilities, and picnic areas. Comfort facilities and concession stands, boat ramps, and campgrounds/RV parks would also be allowed. This class was proposed for some forest land.

Class 4 - This high-intensity recreation class was proposed for areas suitable for recreation access to the Columbia and its tributaries and lands near Urban Areas and proposed rural centers. Allowable uses would include boat docks and moorage facilities, and larger campgrounds and parking areas. Compatible uses would include trailheads, scenic viewpoints and overlooks, nature study areas, river access, interpretive facilities, visitor information and education facilities, picnic areas, and horseback riding stables.

In each class, all recreation developments would be conditional uses; each proposal would have to comply with guidelines to protect scenic, natural and cultural resources, tribal treaty rights and adjacent land uses.

Recreation Development Plan

The Commission also identified its highest priorities for proposed publicly-owned and operated recreation development in the GMA. They were included in a recreation development plan to help guide spending of public recreation funds (including the $10 million authorized for recreation in the Scenic Area Act) and advise recreation providers. The high priority sites for public funding and implementation were:

- **Steigerwald Lake** - A gateway/visitor orientation facility, including wildlife and wetland interpretation and viewing and trail access to Cottonwood Beach.
- **Corbett Landing** - Improvements to an existing boat launch and moorage facility, including additional parking.
- **Franz Lake** - Roadside parking and viewpoint for viewing tundra swans.

- **Doetsch Ranch** - A day use addition to Beacon Rock State Park, including river access for swimming and fishing, picnicking, scenic appreciation, nature trails and interpretation of cultural and natural resources. This facility would complement a campground proposed in the SMA portion of the ranch.

- **Ainsworth Waterfront** - A day use facility, including river access for swimming and fishing, picnicking, scenic appreciation and interpretation of cultural and natural resources.

- **High Bridge north of Carson** - Access to the Wind River for fishing, and day use facilities including picnicking.

- **Drano Lake** - Expansion of an existing boat launch.

- **White Salmon River** - A handicap-accessible day use river access site for bank fishing, two miles north of the Columbia River.

- **Ruthton Point** - An overlook along a portion of the Historic Columbia River Highway.

- **Hood River to Mosier** - A pedestrian and bike path along a portion of the Historic Columbia River Highway, reopening the highway's Mosier Twin Tunnels, and developing trailheads at the west and east ends. The west end staging area would include a day use park and campground at a reclaimed rock quarry.

- **Mayer Park** - Overnight camping, parking and picnicking to support new river access at Rowena.

- **The Dalles** - A riverfront trail linking The Dalles Urban Area, the Gorge Discovery Center and Squally Point beach.

- **Wishram** - Day use river access for swimming, fishing, boat launching and windsurfing.

Other priority sites have high recreation potential, but the Commission concluded that they needed additional study. They included a day use and river access facility at the mouth of Wind River; improved parking, public safety, site management and river access for windsurfing at Spring Creek Fish Hatchery; improved parking and safety at Doug's Beach; a new boat launch, parking lot and river access at Avery, east of Dallesport; a trail on public land at Haystack Butte in Klickitat County; and a gateway/orientation facility two miles east of Wishram.

Land Use Designations

Two recreation land use designations were proposed. **Public recreation** was proposed for existing and planned major developments on public land, such as state parks. **Commercial recreation** was proposed for private land with existing or approved commercial recreation facilities.

Cultural Resources

The National Scenic Area has a rich and diverse array of cultural resources, from ancient Native American sites, structures and objects to historic log cabins, fort sites and wagon trails. Non-material features, such as Indian vision quest sites and historic vistas, are also important resources. The Scenic Area Act says that these resources must be protected and enhanced.

The Commission proposed a four-step process to meet this challenge:

- Requiring cultural resource surveys before some new developments were approved (surveys would include archival and ethnographic research, surface surveys and subsurface testing). Survey requirements

would be waived for activities that do not disturb the ground, alter or destroy structures and buildings that are less than 50 years old, are located on sites that have been severely altered or adequately surveyed.

- Evaluating the significance of any resources discovered during the surveys.
- Assessing and documenting the effects of the proposed development on cultural resources.
- Preparing mitigation plans to avoid impacts to resources.

These steps would require consultation with tribal governments and social and cultural groups.

The preliminary plan also included provisions to halt a project if cultural resources were discovered during construction. In this case, survey, evaluation, assessment and mitigation plans described above would be required before construction could continue.

To respect Indian culture, the plan also detailed how human remains discovered during construction would be treated.

In addition, open space designation was proposed for two areas with concentrations of known resources. A property owner education and incentive program was also encouraged.

Natural Resources

The Scenic Area Act tells the Commission to inventory, protect and enhance natural resources, including fish and wildlife habitat, rare plants, significant natural areas, wetlands and streams, ponds, lakes and riparian areas.

Open space designation was proposed for the most significant natural resources; in other areas, development standards were proposed to protect and enhance resources.

Wildlife habitat

The plan would protect wildlife habitat, including that of bald eagle, peregrine falcon, mountain goat, fish, waterfowl, and turkey. Deer and elk winter range would also be protected through larger lot sizes and fencing restrictions.

Site-specific management plans would be required for development proposed near wildlife sites. If habitat were altered by new development, resource enhancement or restoration would be required.

Wetlands

The plan would require leaving a natural buffer around all wetlands. Within the buffer area existing agricultural activities, forest practices, commercial fishing and trapping, and low-intensity recreation (hunting, fishing, hiking, boating, and swimming) would be allowed.

Water-related public recreation structures (boardwalks, trails, and observation decks) and water-dependent structures, such as docks, would also be allowed, if they satisfied guidelines to protect wetlands.

Other uses might also be allowed, if the activity would result in minimal alteration of the wetland. Any unavoidable loss of wetlands would have to be offset by creating new or restoring existing wetlands.

Streams, ponds, lakes and riparian areas

As with wetlands, a buffer area would be required to protect riparian and water areas. Within the buffer area low-intensity recreation

(hunting, fishing, hiking, boating, and swimming), existing agriculture, and forest practices would be allowed. Water-related public recreation structures and water-dependent structures would also be allowed, if guidelines to protect resources were satisfied. Restoration or enhancement would be required if a water area was altered.

Rare plants

The plan would protect endemic and rare plant species by ensuring that new development and uses avoid plant sites and their adjacent habitat.

A buffer would generally be created around plant sites. Within this buffer low-intensity recreation (hunting, fishing, hiking and horseback riding), existing agriculture, and forest practices would be allowed outright.

Other development would be prohibited within the buffer area. Exceptions would be made if the buffer would deny all reasonable use of a parcel.

Natural areas

As part of resource inventories, 43 representative plant communities, or natural areas, were mapped. The plan proposed that they be considered for open space designation. Within open space, forest practices would be prohibited; low-intensity recreation would be among limited new uses allowed.

Scenic Resources

The scenic resources of the Gorge are an integral part of its identity and the Act requires that they be protected and enhanced. A combination of tools is proposed to meet this goal: open space designation, landscape settings, key viewing areas, and scenic travel routes.

Open space designation was considered for the most critically sensitive scenic areas, including the Gorge walls from Hood River to Mosier and Underwood bluff. In other designations, scenic resources would be protected through development standards.

Ten landscape settings, or distinctive combinations of landform, vegetation and land use patterns, were proposed. For each setting, development standards were included to tailor development to "fit in" with or retain the character of those lands. Landscape setting would not determine what development is allowed, but would guide structure height, size and location.

In each setting, additional standards would be applied to lands seen from key viewing areas and scenic travel routes. Most development (except forest and agricultural practices) would have to be compatible with its setting; lands seen from key viewing areas or scenic travel corridors would have to be "visually subordinate to and not noticeably contrast with" its setting.

Standards would include retaining or planting native vegetation (or vegetation common to the area) for screening and painting structures natural or earthtone colors. (Exceptions are made for historic structures and lands which are in developed settings and are not visually sensitive.)

Settings would also be used to weigh the cumulative impacts of recreation development by determining how much development could occur without changing a landscape setting.

Residential Land

The Scenic Area Act encourages development, including new houses, to locate within existing Urban Areas. This helps strengthen existing towns and cities while reserving lands

outside of them for agriculture, forest and recreation use and resource protection.

The Act permits lands outside of Urban Areas to be designated for residential use, if they are close to transportation, commercial facilities and other amenities. In addition, residential development outside of Urban Areas must occur without adversely affecting scenic, cultural, natural and recreation resources.

The plan designated residential land with 1-, 2-, 5- and 10-acre minimum lot sizes. These were lands devoted to residential use, and other nearby lands committed to residential use. The proposed residential lands were scattered throughout the Scenic Area, largely concentrated along the river or near Urban Areas. Conditional uses on residential lands included additional accessory structures, day care centers and small schools (within existing churches or community buildings), utility facilities, home occupations, cottage industries, fire stations, bed and breakfast inns, and recreation use consistent with the recreation intensity classes.

Existing residential use was allowed to continue in all land use designations; no policy of the management plan would restrict or regulate existing houses or accessory structures such as shops, garages, fences or satellite antennas.

Under the preliminary plan, new houses would also be allowed in designations other than residential. They would be permitted in small-woodland and large-scale agricultural areas, in conjunction with forest and farm use. They would be allowed on small-scale agricultural land without meeting an agricultural use test. They would also be allowed on non-farm and non-forest parcels within agricultural and forest designations, so long as they would not conflict with farm and forest practices.

Commercial Land

Congress set clear direction for commercial development in the Gorge: it is to be encouraged to locate within the 13 Urban Areas identified by Congress. This has several benefits. It protects the vitality of urban centers by limiting competing commercial uses outside of them. It protects the distinctiveness of Gorge communities, by allowing them to grow and develop as the cities or counties dictate. It also helps to protect scenic, cultural, natural and recreation resources, by prohibiting conversion of other land to commercial purposes.

In addition, the Scenic Area Act says that commercial development can take place outside Urban Areas, if it will not adversely affect scenic, cultural, natural and recreation resources. The land's physical properties, and proximity to transportation, commercial and industrial facilities and other amenities, must be considered, however.

To respect both directions from Congress, the Commission proposed allowing new commercial use on land devoted to commercial activity, in two rural centers (Corbett and Skamania), and in areas designated commercial recreation.

Lands designated commercial would be eligible for new commercial uses which cater to the traveling public. They included bed and breakfast inns and other accommodations, restaurants and gift shops.

The focus of new commercial uses within rural centers would be to serve the needs of the rural community and limited tourist needs. Commercial development would also be restricted to a scale which would not change the rural character of the community or compete with the nearby Urban Areas for the tourist trade. Proposed conditional uses included limited rural service commercial use (local grocery store, local variety/hardware

store and local shops, offices and personal services) and tourist commercial use (travelers accommodations, restaurant, tavern, gas station and gift shop).

Within the commercial recreation designation, overnight accommodations and restaurants, associated with resource-based recreation projects, would be allowed. Other commercial recreation development could be sited according to recreation intensity class guidelines.

Wineries and fruit stands are among the commercial uses that would be allowed in other designations.

Public Involvement & Information

In 1990, public involvement was a critical element in the planning process that led to the preliminary draft management plan for the GMA. While consultation with counties, Indian tribal governments, state and federal agencies, technical specialists and the public had long been important to the Commission, it became critical as general goals and policy direction became concrete management proposals.

Key Community Contacts

Interested people were invited to monthly meetings of Key Community Contacts in each Gorge county to review policy options for scenic, natural, cultural and recreation resources. Nearly 400 people, from both within and outside the Scenic Area and representing various interests and concerns, participated in these meetings.

In 1989 these groups helped the Commission and Forest Service set criteria for mapping land use designations and guidelines for setting recreation zones. In 1990, they looked at specific policy questions:

How should large, commercial-scale forest and farm lands be distinguished from small-scale, part-time or hobby-type farms and forestry?

When should new dwellings be allowed on lands designated forest and agriculture?

Should scenic policies attempt to preserve landscape setting, or the visual character of an area? Is it sufficient, instead, to hide new development seen from key viewing areas?

What is the best management tool to protect big game winter range, riparian areas and wetlands, and significant plants and natural areas? What kinds of land uses can co-exist with protecting these resources?

When should cultural resource surveys be required, and what should happen if cultural resources are discovered?

What kinds of land uses should be allowed in residential areas? What criteria should be used in setting residential densities?

What kinds of recreation should be allowed on agricultural and forest land? What kinds of development should be allowed in connection with recreation use?

Following Key Community Contact discussion, Commission staff reviewed policy options with Gorge county planners and Indian tribal governments. Their intimate knowledge of Gorge lands and resources helped staff form its recommendations for Commission action.

Planning Updates

In 1988 and 1989, Gorge-wide mailings from the Commission explained the Scenic Area Act, the Commission's role in developing a management plan, and preliminary land use and recreation class designations.

These publications were followed by two mailers in 1990: a Public Involvement Update in February and a GMA Planning Update in December.

The Public Involvement Update explained opportunities to provide input on Commission planning, and was mailed to 16,300 households. The planning update, mailed to 31,000 post office boxholders in the Scenic

Area, announced release of the Commission's preliminary plan and explained its proposed management policies and guidelines, land use and recreation class designations, and opportunities to comment on the plan.

Newsletters

The Commission and Forest Service cooperated in distributing quarterly newsletters to a mailing list of 3,000. These periodic updates allow interested people to keep track of Commission and Forest Service activities.

Other Involvement

As a public body, the workings of the Commission are open to public scrutiny. Nearly 700 people are mailed notice of Gorge Commission meetings, committee meetings, and other Commission-sponsored events. There is time for public comment at nearly all Commission meetings and more than 150 people took advantage of this opportunity in 1990. Recreation received the most public attention, with 46 comments. Often public comments echoed those made by Key Contacts and other participants; occasionally they raised new concerns or presented new ideas or information.

Dozens more people commented on topics not directly related to management planning, from the Gorge conference center to water quality.

The Commission also met throughout the Gorge, as meeting space permitted, to make it convenient for people from various areas to attend and participate in its meetings.

Commissioners and staff have met hundreds of times with various groups and organizations, from city, county and tribal governments, to service clubs and school classes. These meetings are an opportunity to explain the work of the Commission, and learn of concerns about and expectations for Gorge management.

The Commission's library of technical materials on Gorge resources is available for public use. Copies of meeting minutes and most studies are also kept in Gorge libraries and county offices to make them accessible to the public.

Interpretive & Meeting Centers

As part of its recreation enhancement package, Congress directed the Gorge Commission to "designate the location of and specify the construction of an interpretive center or other appropriate facility, to be located in the State of Oregon, and of a conference center or other appropriate facility, to be located in the State of Washington." It also authorized $10 million in federal funds to help build the centers.

Meeting Center

In September 1990, the Commission selected Stevenson as the site of a Scenic Area conference center/lodge. Skamania County and Salishan Lodge, on the Oregon coast, proposed the $21.4 million joint venture. Named Skamania Lodge, the center will be located on a bench north of State Route 14 within the Stevenson Urban Area. It will house 195 lodging rooms, 16,000 square feet of meeting space, restaurant facilities and a Forest Service information center. Recreation facilities -- including a golf course, spa/swimming pool, tennis courts and trails -- are also planned.

The lodge is envisioned as a key to economic diversification in timber-dependent Skamania County. The lodge will create 104 new jobs, most in the $15,000 - $20,000 annual salary range. The first year payroll is expected to be nearly $3 million; in the tenth year, 460 direct and indirect jobs are anticipated, with a payroll of up to $10 million.

In making the selection, the Commission relied on responses to two requests for proposal and reports from two review committees.

The first request for proposal, distributed in August 1989, asked proponents to identify a site and concept for a center combining meeting/hospitality/lodging facilities. Five proposals were received. A selection committee evaluated each proposal and reported how well they addressed the site and project criteria listed in the RFP.

The Commission selected two sites for further study in January 1990, based upon the recommendation of the selection committee and Commission review.

A second RFP, asking for more specific information on market analysis, financial and business plans, the developer's financial statement and experience, site plans and specifications and roles of project partners, was released in February 1990.

Two high-quality projects were proposed, Skamania Lodge and Klickitat Point conference/trade center. Following a tie vote in July, the Commission asked a panel of specialists to review the two projects and make a recommendation. The task force scored each project, and unanimously recommended the Stevenson site and project, relying most heavily on the experience and reputation of Skamania County's development partner, Salishan Lodge.

In September, the Commission met to make its final selection. Following extensive presentations by proponents and Commission deliberation, members of the Commission concurred with the task force recommendations, and Skamania Lodge was selected by unanimous vote. Commission members said they were also persuaded by the lodging and conference experience of Salishan, as well as Skamania County's commitment and community enthusiasm.

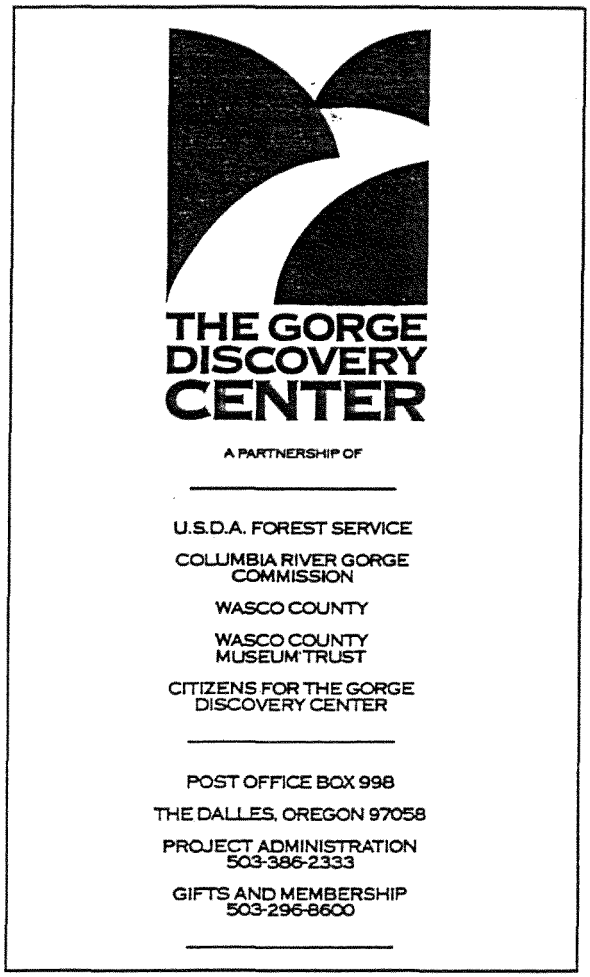
Interpretive Center

In December 1988 the Commission selected a site for the interpretive center, Crate's Point just west of The Dalles in Wasco County, Ore.

The site was one of 39 nominations submitted by the three Oregon counties and the Forest Service. Each was reviewed against siting criteria and a mission statement adopted by the Commission, and the Wasco County site emerged as the Commission's favorite. In selecting it, the Commission emphasized that it will encourage visitors to travel the length of the Gorge and disperse the benefits of tourism.

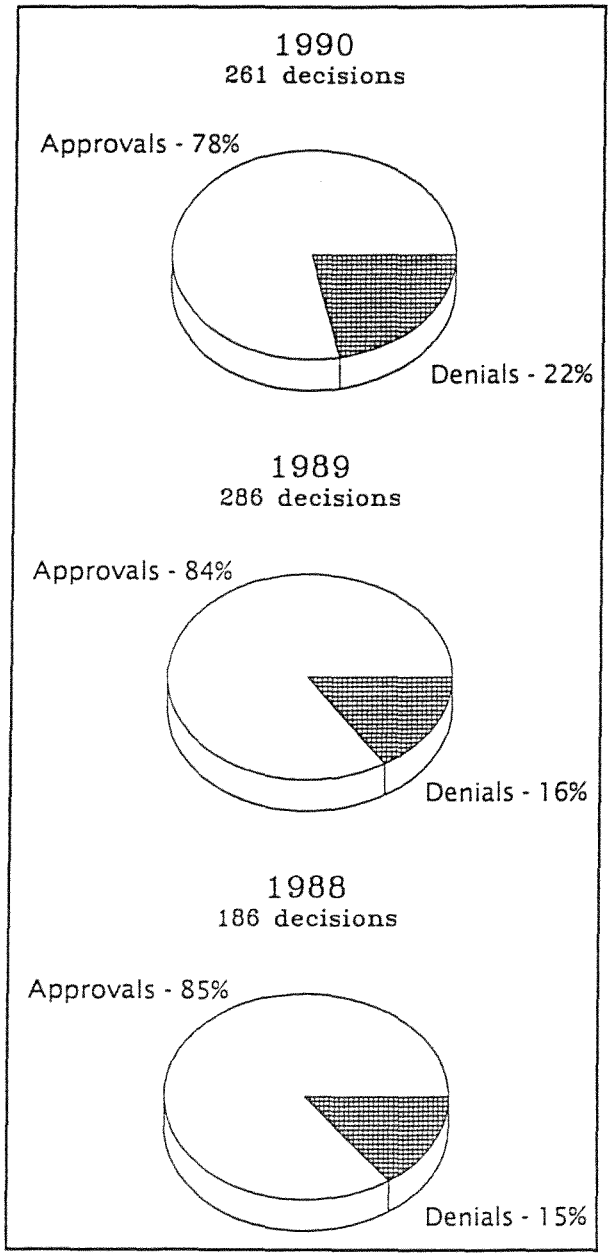
Since the site has been selected, a steering group, including the Forest Service, Gorge Commission, Wasco County and a private museum trust, has guided development of the center. A private, non-profit group was organized in late 1990 to help raise funds for the center and has also been part of the steering group. The steering committee has developed a logo for the project, and named it the Gorge Discovery Center.

Section 7(d) of the Scenic Area Act authorizes the Secretary of Agriculture to design, construct, operate and maintain the center; through the steering committee, these responsibilities are conducted in consultation with all Discovery Center partners.



Development Review

Application Approval Rates, 1988-90



Congress envisioned a National Scenic Area governed by a regional management plan to ensure that new development does not adversely affect scenic, natural, cultural and recreational resources. Until a regional management plan is in place, the Gorge Commission and Forest Service share responsibility for reviewing new development.

According to the Scenic Area Act, the Commission must judge whether "major development actions" and new residential development are consistent with the standards of the National Scenic Area Act. Major development actions include land divisions, and commercial, industrial, multi-family residential, and most mineral resource development. Residential development includes single-family dwellings, plus accessory structures (garages, shops, decks, fences, etc.) and additions to existing structures.

Other development (farm buildings, public recreation facilities, signs and others) goes to the Forest Service for review.

Development Review Standards

Pending adoption of a management plan, both the Commission and the Forest Service base their review of proposed development on the standards listed in the Scenic Area Act (Section 6(d)). Those standards direct the agencies to:

- Protect and enhance agricultural lands.
- Protect and enhance forest lands.
- Protect and enhance open spaces.
- Protect and enhance public and private recreation resources.

- Prohibit "major development actions" in the SMA.
- Prohibit industrial development outside Urban Areas.
- Permit commercial development that does not adversely affect scenic, cultural, recreation or natural resources.
- Permit residential development that does not adversely affect scenic, cultural, recreation or natural resources.
- Permit mineral resource exploration, development and production that does not adversely affect scenic, cultural, recreation or natural resources.

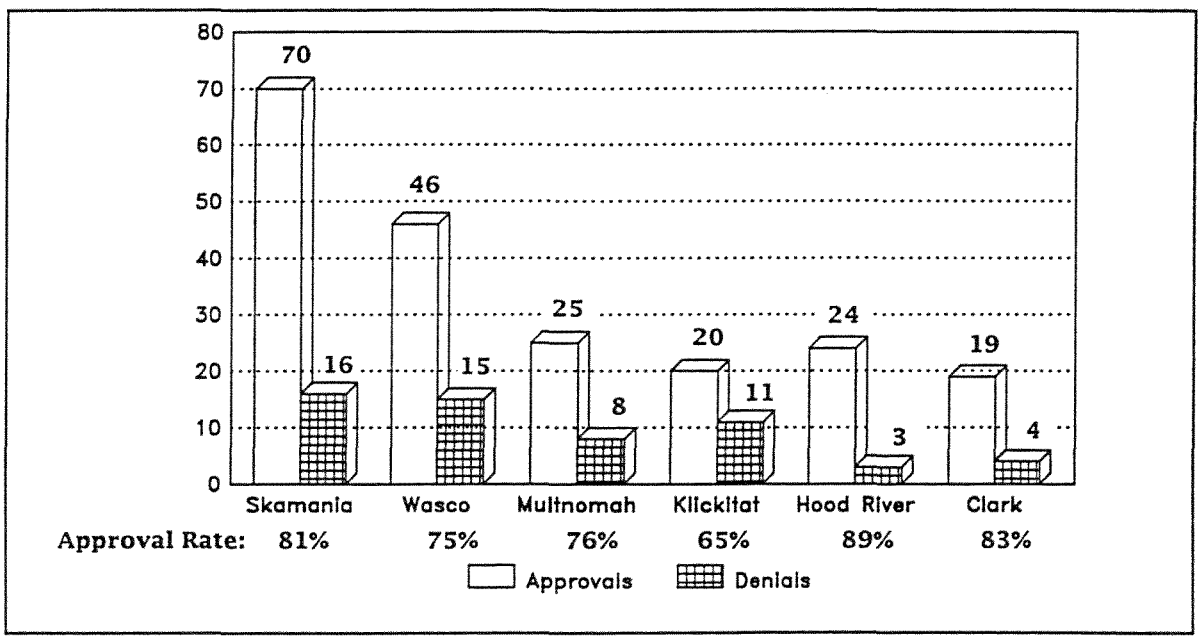
These standards were further defined in "interim guidelines" developed by the Forest Service in 1987 and later adopted, with minor changes, by the Commission.

Development Review Process

When the Commission receives an application, notice is advertised in at least one nearby newspaper. This notice invites the public to share any concerns within a three-week comment period.

Comments are also sought from the Forest Service, states of Oregon and Washington, four Indian tribal governments with treaty rights in the Scenic Area (Yakima Indian Nation, Confederated Tribes of the Umatilla Indian Reservation, Nez Perce Tribe, and Confederated Tribes of the Warm Springs), the planning office of the applicable county, and, for major development actions, property owners within 250 feet of the proposed development. Only those who comment in writing during this period can later participate in an appeal of the development's approval or denial.

Approvals and Denials by County, 1990



Following the public comment period, the Commission's Executive Director has three weeks to decide whether to approve or deny the application. This decision is based on the comments received and staff work done by one of the Commission's land use planners, including a visit to the site of the proposed development and review of inventory data to identify potential conflicts with scenic, natural, cultural and recreation resources.

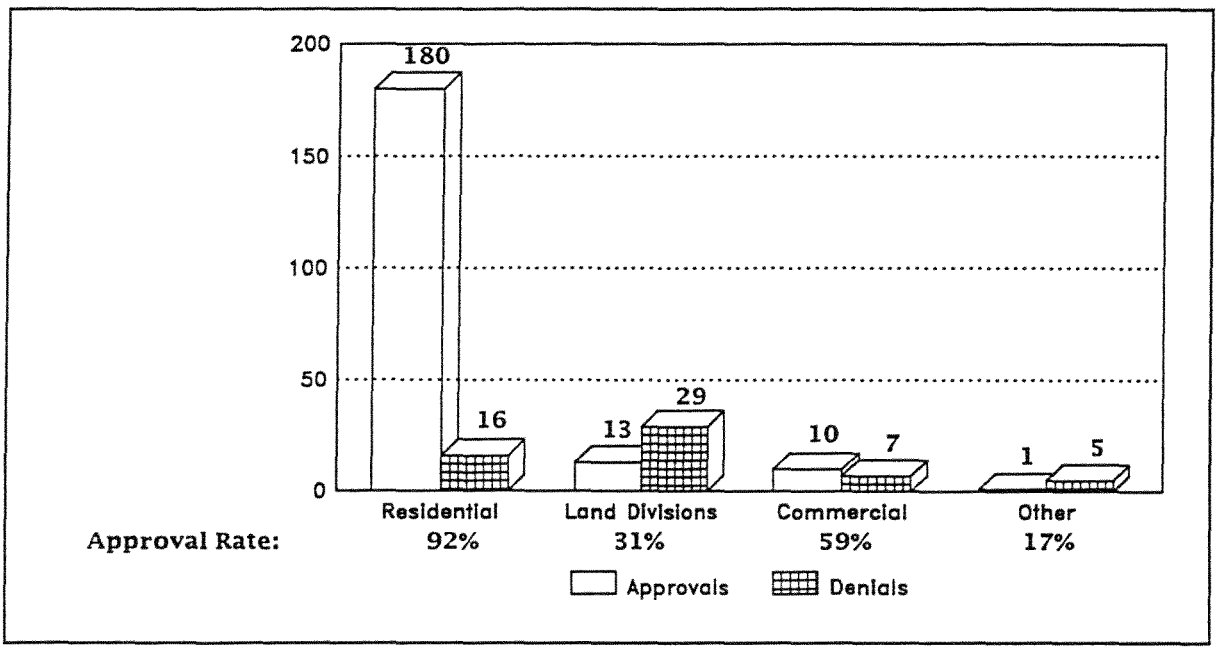
Once review of the application is complete, the Director issues a written decision to approve or deny the application. The decision includes the facts upon which the decision is based and a determination whether it is consistent with the Scenic Area Act. Copies of this decision are sent to the applicant, Gorge Commission members, the two states, Indian tribal governments, the applicable planning director and each person who submitted written comments.

The Director's decision can be appealed to the full Gorge Commission by the applicant or any party who submitted written comment. Three or more Commissioners can also bring a decision of the Director to the Commission for a hearing.

To help people through this complex process, the Commission has organized its staff to provide a high level of personal assistance. The Commission has produced a comprehensive "Development Review Applicant Handbook." About 1,000 copies of the guides were distributed to applicants and other interested parties in 1990.

The Commission also organized staff to devote one full-time planner and one half-time development review assistant to this program. Additional planning contractors are also obtained as needed to handle applica-

Approvals and Denials by Land Use, 1990



tions. A part-time contractor worked for nearly all of 1990.

Development Review Results

In 1990 the Commission acted on 261 applications, slightly fewer than in 1989. It approved 202, or 78 percent of the requests, and denied 57, or 22 percent. This compares with a 84 percent approval rate in 1989 and a 85 percent approval rate in 1988. The decline in number of approvals is largely due to the increased number of "major development actions," particularly land divisions, which the Commission received.

Residential development accounts for the largest percentage applications reviewed in 1990: 75 percent, compared with 81 percent in 1989 and 83 percent in 1988. The Commission approved 92 percent of 196 applications for residential development in 1990, compared with 95 percent in 1989. Most of the applications -- 135 -- were for new residences, while 61 were for additions or accessory buildings.

Approval rates for other types of land use were:

Land divisions (42 decisions) . 31% approved;
Commercial (17) . . . . . 59% approved;
Other (6) . . . . . 17% approved.

One-third of the applications reviewed were from Skamania County. Of 86 decisions in Skamania County, 81 percent were approved, while 19% were denied. The chart on the page 21 shows the number of applications reviewed in each county in 1990, as well as the county's overall application approval rate.

All approvals are conditioned, to ensure the protection of Gorge resources. Typical conditions involve color and height of structures, and retaining or enhancing vegetation.

Most denials by the Commission have involved protecting forest and agricultural land, as well as preserving landscape setting and scenic views.

Appeals

The applicant, or anyone who submitted written comments during the public comment period, can appeal the Director's decision. While most appeals have been based on denials, occasionally the applicant or another party appeals an approval.

Appeals are heard during regular Commission meetings as "contested case" hearings. In 1990, the Commission heard 22 appeals, the same number it heard in 1989. During 1990, the Commission upheld the Director's original decision in 18 cases, or 82 percent of the time. In three cases the Director's decision was overturned, and in one case the Director and the applicant reached a settlement and the Director urged the Commission to overturn his original denial.

Budget

The Columbia River Gorge Commission is a bistate agency, funded by both Oregon and Washington. The Commission neither receives nor spends federal funds. No revenues come to the Commission from fees, special funds or non-legislative sources. An interstate compact signed by the two states in 1987 requires that the states equally share all Commission expenses, except Commission member expenses which are paid separately by the states.

To fund the Commission for the 89/91 biennium, (the two-year period from July 1989 through June 1991), the two states provided $1,140,522. Oregon contributed $558,428 and Washington provided $582,094. The largest share of these funds, about 93 percent, will be used to support Commission operations; 7 percent will fund Commission member expenses.

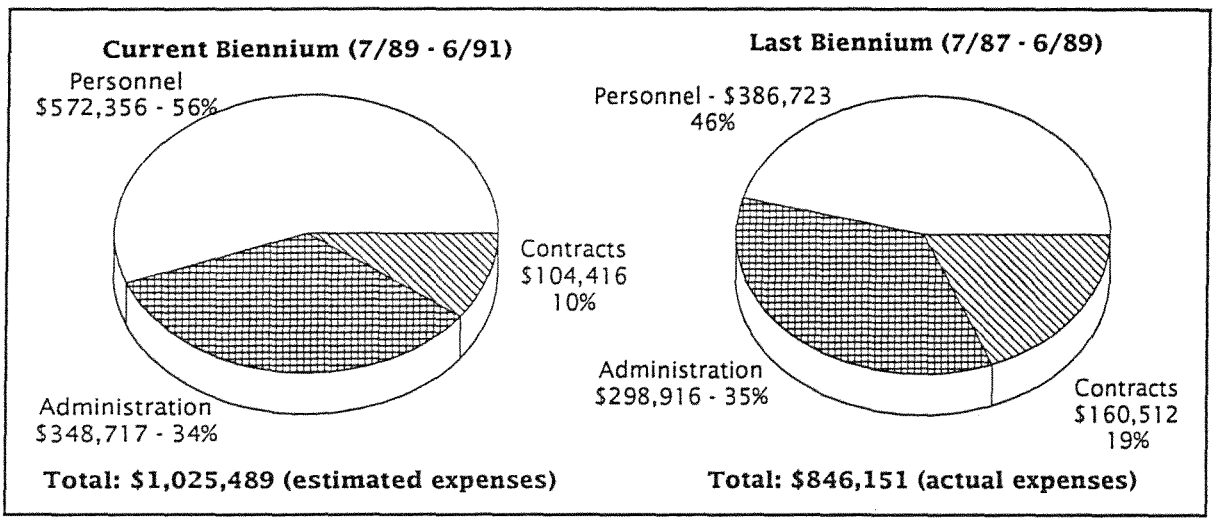
Commission Operations

The Commission's operating budget supports eight full-time employees and one part-time clerk. For the 89/91 biennium salaries and benefits for these staff are expected to amount to $572,356 and account for 56 percent of the bistate operating budget.

Other administrative costs, including goods and services, legal expenses, equipment, and travel, are expected to account for 34 percent of the Commission's budget, or $348,717 for the biennium.

The Commission expects to spend $104,416 for contracts during the two year period, about 10 percent of its budget. These contracts include a planner to help with reviewing proposed development ($20,000), suitability studies of potential recreation sites ($32,000), services of a Forest Service

Commission's Bistate Operating Budget



archaeologist ($12,000), a study of major travel corridors ($12,000), and a proposal for a Gorge-wide design and theme for public signs ($5,000).

Last biennium (July 1987 through June 1989), the Commission spent $846,151 on bistate operations, or about 17% less than it expects to spend by the end of the current biennium, 1,025,489.

Commission Member Expenses

Each state pays separately for the expenses of the Commission members from its state. The compact does not require that these expenses be shared or be equal.

Washington Commissioners are expected to spend $44,800 during the current biennium, while Oregon's Commissioners are expected to spend $30,610. The difference is due to higher compensation and mileage reimbursement rates for Washington. These funds pay Commission members daily compensation for attending meetings and other Commission business and reimbursement for travel and per diem expenses.

Annual Audit

The compact between Washington and Oregon requires an annual audit of the Commission's books. In 1989 and again in 1990 the two states conducted an interstate audit.

The 1990 audit report, reproduced on the following pages, covers the period July 1, 1987 through June 30, 1989, Fiscal Years 1988 and 1989. The audit report found that the Commission "has complied with laws and regulations relating to its operations...(and) nothing came to our attention to indicate that the Commission has not complied with other applicable laws and regulations." The two auditors made no recommendations for changes in record keeping, accounting or financial reporting.

COLUMBIA RIVER GORGE COMMISSION
Washington Agency No. 460
Oregon Agency No. 350
July 1, 1987 Thru June 30, 1989

INDEPENDENT AUDITOR'S REPORT ON COMPLIANCE WITH LAWS AND REGULATIONS

We have audited the combined schedule of appropriations and expenditures and the combined schedule of expenditures, budget and actual, for the Columbia River Gorge Commission for the fiscal years ended June 30, 1988 and 1989. Our opinion on those schedules is set forth in the financial section of this report. As part of our audit, we performed tests of the accounting records and transactions of the commission to obtain reasonable assurance regarding the commission's compliance with laws and regulations relating to its operations.

Our audit was made in accordance with generally accepted governmental audit standards for financial and compliance audits and, accordingly, included such tests of the accounting records and such other auditing procedures as we considered necessary in the circumstances.

The management of the commission is responsible for the commission's compliance with laws and regulations. The results of our audit indicate that, for the records and transactions tested, the Columbia River Gorge Commission has complied with laws and regulations relating to its operations. Further, based on our audit, nothing came to our attention to indicate that the commission has not complied with other applicable laws and regulations.

Robert V. Graham

ROBERT V. GRAHAM
WASHINGTON STATE AUDITOR

August 8, 1990

William L. Miles

WILLIAM L. MILES
OREGON STATE DIRECTOR OF AUDITS

August 8, 1990

COLUMBIA RIVER GORGE COMMISSION
Washington Agency No. 460
Oregon Agency No. 350
July 1, 1987 Thru June 30, 1989

INDEPENDENT AUDITOR'S REPORT ON FINANCIAL SCHEDULES

We have audited the combined schedule of appropriations and expenditures and the combined schedule of expenditures, budget and actual, for the Columbia River Gorge Commission for the fiscal years ended June 30, 1988 and 1989. These financial schedules are the responsibility of the commission's management. Our responsibility is to express an opinion on the financial schedules based on our audit.

Our audit was conducted in accordance with generally accepted governmental audit standards. Those standards require that we plan and perform the audit to obtain reasonable assurance about whether the financial schedules are free of material misstatement. An audit includes examining on a test basis, evidence supporting the amounts and disclosures in the financial schedules. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial presentation. We believe our audit provides a reasonable basis for our opinion.

As discussed in Note 1, these schedules are not intended to be a complete presentation of the Columbia River Gorge Commission's financial position and results of operations.

In our opinion, the financial schedules referred to above present fairly, in all material respects, the appropriations and expenditures and the comparison of expenditures with budget of the Columbia River Gorge Commission for the fiscal years ended June 30, 1988 and 1989, in conformity with generally accepted accounting principles.

Robert V. Graham

ROBERT V. GRAHAM
WASHINGTON STATE AUDITOR

August 8, 1990

William L. Miles

WILLIAM L. MILES
OREGON STATE DIRECTOR OF AUDITS

August 8, 1990

COLUMBIA RIVER GORGE COMMISSION
Washington Agency No. 460 - Oregon Agency No. 350
COMBINED SCHEDULE OF APPROPRIATIONS AND EXPENDITURES
GOVERNMENTAL FUND TYPES
July 1, 1987 Thru June 30, 1989

	WASHINGTON GENERAL FUND			OREGON GENERAL FUND			TOTAL
	FISCAL YEAR 1988	FISCAL YEAR 1989	Total for Biennium	FISCAL YEAR 1988	FISCAL YEAR 1989	Total for Biennium	(Memorandum Only)
Biennial Appropriations: (See Note 1)			$530,586			$560,000	$1,090,586
Expenditures							
Joint Expenditures (See Note 1)							
Salaries	$59,370	$93,205	$152,575	$59,370	$93,205	$152,575	$305,150
Benefits	15,377	23,221	38,598	13,921	21,883	35,804	74,402
Contracts	43,020	36,874	79,894	43,020	36,874	79,894	159,788
Goods and Services	30,236	100,128	130,364	30,230	100,153	130,383	260,747
Travel	5,972	7,227	13,199	2,011	2,601	4,612	17,811
Equipment	5,737	10,739	16,476	5,737	10,739	16,476	32,952
Subtotal	159,712	271,394	431,106	154,289	265,455	419,744	850,850
Direct Expenditures:							
Commissioner Compensation	17,900	16,750	34,650	16,662	18,006	34,668	69,318
Other		7,948	7,948	8,373	51,623	59,996	67,944
Subtotal	17,900	24,698	42,598	25,035	69,629	94,664	137,262
Total Expenditures	$177,612	$296,092	$473,704	$179,324	$335,084	$514,408	$988,112
Remaining Biennial Appropriations			$ 56,882			$ 45,592	$102,474

THE ACCOMPANYING AUDITOR'S NOTES ARE AN INTEGRAL PART OF THIS SCHEDULE.

COLUMBIA RIVER GORGE COMMISSION
Washington Agency No. 460 - Oregon Agency No. 350
COMBINED SCHEDULE OF EXPENDITURES - BUDGET AND ACTUAL
GOVERNMENTAL FUND TYPES
July 1, 1987 Thru June 30, 1989

	GENERAL FUND		
	BUDGET (See Note 1)	ACTUAL	VARIANCE
Commission Expenditures Combined for Washington and Oregon:			
Salaries	$ 381,881	$305,150	$ 76,731
Benefits	85,765	74,402	11,363
Contracts	224,000	159,788	64,212
Goods and Services	232,340	260,747	(28,407)
Travel	46,240	17,811	28,429
Equipment	28,360	32,952	(4,592)
Commissioners' Compensation	-	69,318	(69,318)
Contract with Oregon Counties	-	59,996	(59,996)
Contract with U.S. Forest Service	-	7,948	(7,948)
Subtotal	998,586	988,112	10,474
Oregon Appropriation not recorded in Washington State accounting records	92,000	-	92,000
Total	$1,090,586	$988,112	$102,474

THE ACCOMPANYING AUDITOR"S NOTES ARE AN INTEGRAL PART OF THIS SCHEDULE.

COLUMBIA RIVER GORGE COMMISSION
AUDITOR'S NOTES TO THE FINANCIAL SCHEDULES
July 1, 1987 Thru June 30, 1989

The following notes are an integral part of the accompanying financial schedules.

NOTE 1 - SIGNIFICANT ACCOUNTING POLICIES

a. Entity

The Columbia River Gorge Commission is a regional agency authorized by Congress through the Columbia River Gorge National Scenic Area Act (PL 99-663) and created by the states of Washington and Oregon by interstate compact. The commission is comprised of 12 members from the 2 states and one member appointed by the U.S. Secretary of Agriculture. Its primary role involves planning, consulting and oversight in the implementation of the federal legislation.

b. Accounting And Funding

The financial schedules present expenditures on a modified-accrual basis of accounting in accordance with generally accepted accounting principles for governmental fund types. Expenditures are recognized in the period incurred. Appropriations run 2 years and are recognized in the biennium for which they are established. Annual budgets are established at the state executive level through an allotment process. All funding is provided by appropriations from the states of Washington and Oregon. There were no other sources of revenue during the period and no federal grant funds were received.

The combined schedule of expenditures, budget and actual, presents a comparison of biennial expenditures with biennial budget. This statement is presented on both the basis of generally accepted accounting principles and the legally prescribed budgetary basis for each state. There are no material differences in the balances between the two bases.

The financial schedules are not intended to be a complete and actual presentation of the financial position and results of operations of the Columbia River Gorge Commission as a whole. No balance sheet, fund balances or changes in fund balances are presented.

Commissioner compensation, including travel, is paid directly, and accounted for separately, by each state. All other commission expenditures are joint expenditures, which are shared equally by both states. These expenditures are processed, paid, and accounted for by the state of Washington. Oregon reimburses Washington for its 50 percent share.

NOTE 2 - SUMMARY OF SIGNIFICANT LITIGATION

The Columbia River Gorge Commission is a party to a number of legal proceedings. It does not appear likely that litigation will have a material adverse effect on revenues or expenditures. However, the cases are pending and the monetary impact is unknown until the issues have been resolved. One legal proceeding should be noted.

In the initial decision of Columbia Gorge United v. Yuetter, Secretary of Agriculture and the Columbia River Gorge Commission the judge ruled in the Columbia River Gorge Commission's favor on all counts. The court upheld the constitutionality of the Gorge National Scenic Area Act and ratified activities and decisions of the commission on land use. However, an appeal has been filed with the Ninth Circuit Court of Appeals.

Columbia River Gorge Commission
P.O. Box 730
White Salmon, WA 98672

Handout #5
9-3-91
B-3

Multnomah County

Gorge Commission Response to County Comments on the Preliminary Draft Management Plan for General Management Areas

July 1991

COLUMBIA RIVER GORGE COMMISSION

Introduction

Multnomah County made detailed comments to the Gorge Commission on the Preliminary Draft Management Plan for the General Management Area during the January-March comment period. The Commission thanks Multnomah County for its time and effort spent reviewing the Preliminary Draft and preparing its comments.

The Commission met in workshops for six days in April to review the Preliminary Draft Plan. Multnomah County's comments made by your Planning Director at the workshop, contributed to the revisions to the draft plan made at the workshops.

This report summarizes the more important concerns Multnomah County discussed in its comments to the Gorge Commission and describes the revisions to the draft plan made in response to the comments. The report does not attempt to address every County comment or describe every change to the draft plan by the Commission. If we have missed an issue of importance to the County, we will address it separately or discuss it with you at the roundtable discussion in August. The enclosed newsletter describes many changes not covered in this report.

We hope this report will help Multnomah County in your review of the Final Draft Management Plan for the GMA. We also hope it will facilitate and improve our discussions with you at the upcoming roundtable.

Scenic Resources

Comment: Due to the number of discretionary judgement calls required in implementing several of the Scenic Resources guidelines, Multnomah County felt it may be necessary to establish a design review board.

Response: While the Final Draft still contains a number of provisions requiring discretionary review, the Commission will be taking several steps to clarify application of non-quantitative standards and guidelines to assist the counties in plan implementation. For example, a visual subordinance handbook will be developed prior to adoption of the county ordinances, providing guidance and examples regarding how to condition new development to be visually subordinate.

Comment: The County had two comments on the "Village" landscape setting guidelines. They pointed out the need to reconcile differences between the 10,000 square foot limit for commercial buildings in the Village design guidelines and the 5000 square foot limit in the Commercial Lands guidelines (the County favored the 5000 square foot limit). They also opposed the option under the compatible recreation uses guideline limiting recreation in Rural Centers to low-intensity uses only.

Response: The Commission reconciled the discrepancy regarding size of new commercial buildings in Rural Centers in favor of the 5000 square foot limit. Regarding compatible recreation uses in Village settings, the Commission deleted the option limiting such uses to low-intensity recreation.

Comment: Multnomah County recommended adding Corbett Hill Road to the list of Key Viewing Areas.

Response: The Commission added five Key Viewing Areas in the Preliminary Draft, all of which were determined to be particularly significant places offering public viewing opportunities of Gorge landscapes (e.g. Oregon Highway 35 and the Pacific Crest Trail). The Commission did not feel Corbett Hill Road met this criterion.

Comment: Several Key Viewing Area guidelines, particularly those addressing utility lines and communication facilities, require county review of land uses that are not generally subject to county planning review, according to Multnomah County. They raised a specific concern that regulations unreasonably restricting reception of satellite signals may be preempted by FCC regulations.

Response: Section 17 of the Act exempts existing transmission facilities of the Bonneville Power Administration from the Scenic Area Management Plan. Other than this exemption, all other utility lines, transmission corridors and communication facilities are subject to the provisions of the Management Plan. Such uses often generate effects to scenic, natural and other resources the Commission is charged to protect. The guidelines for communication facilities were specifically crafted to not unreasonably restrict the reception of satellite signals. In cases where GMA guidelines might conflict with FCC regulations, the Secretary of Agriculture will determine whether to invoke the Act's requirement that federal agencies act in a manner consistent with the management plan.

Comment: Multnomah County urged the Commission to address the application of the 100' setback from Scenic Travel Corridor roadways for expansion of existing parking areas, as well as for new development.

Response: The Commission augmented this policy to require expansion of existing parking areas within 100' of the roadway to comply with the setback provision to the maximum extent practicable.

Comment: A number of concerns were raised by the County regarding guidelines in the Signs section. They are as follows: 1) the Commission should delete any references to the content of signs; 2) references to any specific religious holiday (e.g. Christmas lights) should be deleted; 3) billboards need to be defined; 4) some guidance should be provided as to when a sign is the primary use of a vehicle; 5) the discretionary standards in this section will increase staff review burdens and may increase the potential

for appeals; 6) the size limit for public notification signs is too strict and should be modified to reflect the fact that applicants post them, not the permitting agency;and 7) nonconforming sign guidelines should be modified to delete requirements that they be brought into compliance prior to issuance of any permit or at the time of a change in ownership.

Response: The Commission revised the sign guidelines substantially in the Final Draft Plan. The following changes respond to the points raised by the County: 1)a guideline addressing "political" signs was revised to address election signs only and speaks solely to size and timing, not content: 2) the reference to Christmas light displays was changed to "holiday" light displays; 3) a definition of "billboard" does not appear in the Final Draft (a definition will be added prior to Final Plan adoption); 4) while no additional guidance regarding when a sign is the primary use of a vehicle is included in the Final Draft, addition of such material will be considered for the Final Plan; 5) the discretionary guidelines address visual subordinance of certain sign features; the aforementioned visual subordinance handbook will address these items and hopefully reduce these concerns; 6) the size limit of one square foot for public notification signs was deleted; 7) the guidelines for nonconforming signs were revised and provisions requiring compliance prior to permit issuance or at the time of a change in ownership were deleted.

Cultural Resources

Comment: The County expressed concerns about the cost burden of cultural resource survey requirements on applicants.

Response: The Commission will hire an archaeologist to conduct cultural resource surveys for single-family dwellings, accessory structures, new cultivation, and other small-scale development. For large-scale projects, the developer will pay for the survey. This approach should largely alleviate this concern.

Comment: Multnomah County suggested that the Commission conduct a publicly-funded comprehensive cultural resource inventory, to reduce review burdens of the County.

Response: A new cultural resource policy was adopted. It directs the Commission to facilitate a multi-party effort to seek funds for a complete cultural resource inventory of the GMA.

Comment: The County raised two concerns about confidentiality of archaeological surveys. They asked if confidentiality requirements would conflict with public records laws otherwise requiring county files to be accessible to the public. They also asked whether owners of private lands designated Open Space would get access to confidential archaeological records which provided the basis for such designation.

Response: There are provisions in the Scenic Area Act addressing the confidentiality of archaeological information. Existing public records laws do not require disclosure of archaeological records to the general public. On the other hand, it is Commission policy that the any landowner whose property has been the subject of a survey be given access to that information. While some risk that the owner will breach confidentiality requirements exists, it is a basic policy that the owner has a right (and an obligation) to be made aware of any cultural resources known to exist on their property. This knowledge is a necessary prerequisite to proper protection of such resources in many cases.

Comment: Multnomah County raised a concern regarding what standards apply with respect to who is qualified to conduct a survey. They suggested that an approved list of professionals be compiled by SHPO, the Forest Service, and/or the Commission.

Response: Policy 8, page II-53, Final Draft Plan, addresses this question, utilizing professional standards in the Code of Federal Regulations as a gauge. The Oregon SHPO maintains a list of qualified professionals which is available to the public.

Comment: The County supported the policy option exempting areas with low probability for containing cultural resources from survey requirements.

Response: The Commission opted against using the probability model approach. They did, however, broaden the category of activities exempted from the survey requirements to include expansion, modification and replacement of existing structures. The Plan also has a policy exempting areas having received prior surveys where no cultural resources were found from the survey requirements.

Comment: Objections were raised by the County to cultural resource survey requirements for any agricultural practices. If required, the County recommended the surveys be conducted by and paid for by the Oregon Department of Agriculture.

Response: Because new cultivation, by its very nature, often involves ground disturbance over large areas, it has the potential to cause adverse effects to cultural resources. The Commission thus decided to require surveys before new cultivation occurs. However, grazing will not require a survey. This requirement will not impose a financial burden on farmers because the Commission will conduct and pay for the surveys.

Comment: The County objected to the public and tribal notification requirements, and suggested that the Forest Service conduct and pay for such procedures.

Response: The Commission did not alter the guidelines requiring the counties to perform such procedures.

Natural Resources

Comment: Multnomah County opposed natural resource guidelines regulating agricultural practices. They particularly objected to regulation of grazing, highlighting the administrative difficulties of implementing such provisions.

Response: The Commission deleted all guidelines regulating grazing practices. The Commission chose to retain guidelines requiring a review of new cultivation, as these practices may pose potentially adverse effects on wetlands, riparian areas, etc.

Comment: The County expressed concerns about wetland, riparian area, wildlife habitat, and other natural resource inventory requirements imposed on applicants. They pointed out the lack of in-house expertise on these subjects. The County called on the Commission to do more inventory work to reduce burdens on applicants and the number of experts required.

Response: Ground-based, comprehensive inventories of wetlands (and other natural resources), while desirable, would be prohibitively expensive and take years to complete. The Commission is exploring the possibility of an interagency agreement allowing Forest Service professionals to assist counties and landowners in conducting required surveys for small-scale development. Furthermore, the Commission will assume some tasks requiring professional expertise, such as updating natural resource surveys.

Comment: To minimize legal challenges to applicant-completed wetlands delineations, the County felt it might have to hire a second consultant to verify such delineations. This could add to the applicant's permit processing costs.

Response: The Preliminary Draft had a requirement that counties verify new wetlands delineations. Under the Final Draft, this verification by the counties is optional.

Recreation Resources

Comment: Multnomah County expressed the opinion that they had no zoning jurisdiction over state or federal agencies. More specifically, they felt they didn't have authority to review proposed state park projects, and reviewed them in practice only as a courtesy.

Response: The Management Plan requires counties to review state park proposals for consistency with the Management Plan. Existing state law in Oregon requires that state agency actions be found compatible with acknowledged local comprehensive plans and provide local governments with the necessary review authority to make such

determinations. Coordination of state agency actions with local plans has received increased attention at the statewide level in recent years.

Comment: The planned increase in recreational opportunities and river access facilities raised fears from the County regarding increased needs for emergency and law enforcement services and the lack of available additional funding necessary to meet these needs. The need to explore additional funding sources to defray costs to local agencies providing these services was emphasized. The County felt such efforts should be required when planning for additional recreation facilities.

Response: The Commission shares this concern, and augmented the Recreation chapter with two new policies addressing this subject. Policies 7 (Final Draft Plan, page II-161) requires that recreation providers consult with applicable law enforcement, public safety and emergency service providers when planning new river access. Policy 8 on the same page calls for the Commission to develop coordinated, comprehensive strategies addressing increased safety and law enforcement needs associated with increased river access. The policy further requires that such strategies evaluate fiscal impacts to local service providers and consider additional funding sources.

Comment: The County urged the Commission to promote safe bikeways on County roads and off-road mountain bike facilities in response to growing demands for recreational cycling.

Response: Trail policies in the Preliminary Draft which promote the establishment of a diversity of trail opportunities (emphasizing pedestrian, mountain bike and equestrian trails) have been retained in the Final Draft. A new trail objective which was added to the Final Draft specifically calls for provision of safe recreational bikeways on appropriate county roads when consistent with county plans and programs (page II-163).

Comment: Multnomah County suggested that utility corridors, levees, and abandoned railroad rights-of-way be considered for bicycle paths.

Response: Two policies retained from the Preliminary Draft Plan address these recommendations. Policies 10 and 11 (Final Draft Plan, page II-164) direct that, where feasible, new trails incorporate abandoned road and railroad rights-of-way, and consider use of utility corridors where the trails would not interfere with the corridors' primary functions.

Comment: The County recommended deletion of references to "the quality of the recreation experience" from the resource-based recreation goal, since the Plan doesn't provide a mechanism (such

as "limits of acceptable change") to monitor or measure this factor.

Response: While the Plan does not provide a mechanism to quantify or monitor the quality of the recreation experience, the Commission feels strongly that this concept is central to the orientation of the recreation program, and will be a meaningful guide for future actions even if its application is qualitative and subject to interpretation. The Commission did add a policy to the Final Draft Plan clarifying the importance of this emphasis in the context of providing new recreation facilities. Policy 5, page II-159, states: "Recreation demand shall be an important consideration in providing new facilities and opportunities, but shall not supersede consideration of the quality of recreation experience provided or protection of other resources."

Comment: The County raised concerns about the policy aimed at protecting existing popular sites from overuse by providing new facilities similar to those found at such popular sites. They felt that, in some cases, use levels would have to be limited to protect resources from overuse.

Response: The Commission concurred with this comment,as reflected in the language of new Policy 5 mentioned above regarding protection of other resources (besides recreational resources). Also, as will be discussed shortly under a comment on transportation policies, a new guideline addressing possible overuse of a site resulting from increased accessibility by mass transportation has also been added.

Comment: A policy requiring provision of mass transportation for high intensity recreation sites raised two concerns from the County. First, the County warned that increasing access through mass transportation at a site may increase use levels beyond reasonable carrying capacities. The County also felt that this policy should address sites with physical constraints obviating provision of mass transportation facilities.

Response: The Commission added a new approval criterion for projects subject to the mass transportation requirements in the Final Draft Plan (page II-175). The criterion requires that the number and size of mass transportation facilities reflect the physical constraints of the site. It further waives the requirement when it can be demonstrated that providing such facilities would result in overuse of the site, degrading either the recreation experience or other resources at the site.

Comment: Regarding exceptions to the Recreation Intensity Classes, Multnomah County favored the option requiring a plan amendment subject to Commission approval for the granting of such exceptions.

Response: The Commission elected to endorse the option preferred by Multnomah County regarding Recreation Intensity Class exceptions.

Open Space

Comment: The County expressed concerns about possible liability in defending "takings" claims on private lands designated Open Space.

Response: The Commission reduced the amount of land designated Open space from 11,649 to 5,710 acres. The amount of private land taken out of Open Space in the revised Plan is well over 5000 acres. In fact, no private lands in the Multnomah County GMA are currently designated Open Space. However, since this is a concern raised by several counties, the Commission will analyze the potential liability to the counties in defending possible Open space "takings" claims in the near future.

Comment: Multnomah County opposed the option in the Preliminary Draft's Open Space policy defining "improved lands" as including lands which have been logged or farmed within the last five years.

Response: At its April workshops, the Commission endorsed a definition of "improved lands" in the Open Space chapter concordant with the County's position. The policy states that "..improved lands are those upon which a structure or activity subject to county ad valorem property taxation has been constructed or is being undertaken."

Economic Development

Comment: The County seeks "fair share" investment opportunities with respect to distribution of the economic development funds authorized in the Act.

Response: The Oregon Economic Development Department is developing the plan which will determine how the economic development funds are to be distributed throughout the Scenic Area. The Commission has endorsed of authorizing commercial uses in Rural Centers which would be eligible for receipt of such funds.

Agricultural Lands

Comment: Multnomah County objected to the requirement that, in evaluating proposed farm dwellings in the Agriculture Large-scale (A-1) designation, all constituent parcels of the farm (including those which are non-contiguous) must be reviewed. Concerns focused on the administrative difficulties of maintaining ongoing, updated record-keeping on a comprehensive level.

Response: The Commission did not revise the guideline requiring consideration of non-contiguous constituent parcels of a farm operation, since they often comprise important parts of a total farm operation which need to be evaluated when considering whether a farm dwelling is justified. It should be noted that this requirement would be applied on a case-by-case basis, and does not dictate the creation of a comprehensive, ongoing data base.

Comment: Multnomah County disagreed with the guideline limiting sale of produce at roadside farm stands to that grown on the subject farm or immediate vicinity. The County felt that the guideline should allow for sale of produce grown from throughout the National Scenic Area. On a related issue, the County objected to the guideline limiting agricultural processing and packaging facilities to products grown exclusively on the subject farm on which such facilities are located.

Response: The Commission revised the guideline to allow produce stands to sell produce grown within the local region in which the stand is situated. The Commission also revised the guideline on processing to allow processing of some products from other than the subject farm.

Forest Lands

Comment: The County pointed out that a number of the fire protection standards for residences in Forest designations were building code-related. They indicated that the County zoning ordinance cannot regulate construction subject to the Uniform Building Code.

Response: The Commission reevaluated the fire protection standards and revised them at the April workshops. The revisions change all the standards relating to structural details of buildings from mandatory requirements to recommendations.

Residential Lands

Comment: Some areas near Corbett have been designated Rural Residential with 2 acre minimum lot sizes in the Management Plan. Multnomah County's ordinance restricts rural residential areas to a 5 acre minimum lot size. The County raised concerns that the 2 acre density, located in some places adjacent to lands south of the NSA with much larger minimum lot sizes, would create too abrupt a transition between these two areas.

Response: The Commission chose to retain the minimum lot sizes and designations for the Corbett area which were in the Preliminary Draft Plan. The Commission did adopt a policy allowing counties to

be more restrictive regarding designations and densities, if they so choose.

Commercial Lands

Comment: The County's major concern with the Commercial Lands policies and guidelines related to bed and breakfast inns. They felt that plan policies were unnecessarily restrictive and that B and B's should be allowed more liberally throughout the GMA. The County felt that this use was appropriate in rural areas. They recommended the Commission use landscape setting guidelines and design controls to address potential cumulative effects which could result from a proliferation of B and B's. They suggested further that the Commission allow 3-5 room B and B's as a conditional use in all areas where residences are authorized.

Response: The Commission revised the bed and breakfast guidelines at their April workshops. The revised guidelines allow bed and breakfast inns as a review use in all Residential designations. Previously, the guidelines limited bed and breakfasts in all designations to historic structures. Smaller bed and breakfasts are allowed in almost all designations.

Comment: Multnomah County objected to the language in the policy that limits Rural Center commercial uses to those that will not change the character of the community. They preferred a statement that would limit such use to those which maintain or enhance community character.

Response: The Commission revised this policy statement such that Rural Center commercial uses be limited to those uses which do not change the rural character of the community.

Comment: The County disagreed with the policy limiting Commercial designations to "...those areas where commercial use is now taking place or took place in the immediate past." They suggested that the policies allow Commercial designations which would reestablish significant historic commercial uses which, although having existed in the past, may not have been operating in the immediate past. Examples of this would be the "road houses" historically associated with the Historic Highway. The primary purpose of restoring these uses would be for their historic value.

Response: Commission policies regarding bed and breakfasts are consistent with the County's suggestion regarding reestablishment of commercial uses in historic buildings. The Commission did not change the policy regarding Commercial designations, however. They felt that such a change would cumulatively result in a proliferation of commercial uses competing with commerce in the Urban Areas.

Comment: Multnomah County recommended that the guideline allowing only one accessory building per legally created lot as a review use in Rural Centers be revised to allow up to two accessory buildings per lot as a review use.

Response: The Commission revised this guideline to remove the limit of one accessory building only per lot in Rural Centers as a review use. Previously, additional accessory buildings in Rural Centers were conditional uses. The Final Draft Plan has eliminated this category of uses for all designations.

Implementation Costs

Comment: Multnomah County expressed concern over it costs of implementation of the draft management plan.

Response: Concern over costs of implementation of the draft management plan was expressed by other counties as well. The Commission made revisions to the draft plan in an effort to reduce implementation costs. These changes range from dropping regulation of livestock grazing in wetlands and riparian areas to agreement in principle with the Forest Service to make the services of a wildlife biologist available to assist the counties in determining the boundaries of wetlands and plant and wildlife sites.

Other policies and objectives already in the draft plan will serve to reduce county implementation costs. For example, the Commission expresses its intention to prepare a handbook for the counties to guide application of the "visual subordinance" guidelines in the draft plan.

The Commission added a policy committing itself to encourage the States of Washington and Oregon to make funds available to Gorge counties to assist Act and plan implementation.

The Commission is mindful of the need to keep county costs under control. It has directed its staff to work over the next three months to identify additional adjustments to the draft plan and other measures the Commission can take to reduce implementation costs.

Handout #6
9-3-91
B-3

The Taking Issue Under the Final Draft Management Plan

August 1991

Columbia River Gorge Commission
P.O. Box 730
White Salmon, WA 98672

Table of Contents

I. Introduction . . . . . Page 1
The "Taking" Issue . . . . . Page 1
A "Reasonable Economic Use" . . . . Page 2
Liability for Takings . . . . . Page 3
II. The Land Use Designations . . . . . Page 5
III. Guidelines to Protect Resources . . . Page 18
IV. Recommendations . . . . . Page 24
Attachment: *The First Lutheran Church Case: "Temporary Takings and Farmland Protection,"* American Farmland Trust

The Taking Issue
Under the Final Draft Management Plan

August 1991

I. Introduction

During public comment on the *Preliminary Draft Management Plan for the General Management Areas*, local governments expressed concern over their liability under the plan for a "taking" of private property. Some property owners charged the Commission with a taking of their property as a result of "downzoning" their property.

The Commission responded to these concerns in two ways. First, the Commission made major revisions to the Preliminary Draft to reduce concerns about the taking issue. Second, the Commission charged its staff to review the new Final Draft Management Plan to determine whether the policies and guidelines in the draft plan present a taking problem.

This report is the result of that analysis. The report discusses the nature of the taking issue. The report addresses county liability for a taking should a court find one. Third, the report analyzes each of the land use designations in the plan to determine whether reasonable uses are allowed. Fourth, the guidelines to protect scenic, cultural, natural and recreational resources are reviewed to determine whether they deprive owners of all reasonable uses. Finally, the report offers recommendations to reduce county liability.

The "Taking" Issue

The U. S. Constitution and the Washington and Oregon constitutions contain similar guarantees that private property will not be taken for public use by government action without compensation to the owner. These constitutional provisions limit the power of city, county, state, regional (Gorge Commission) and federal agencies to regulate the use of private property.

The history of court interpretation of the "taking" clauses in these constitutions is long and complicated. No single interpretation emerges from the many state and federal cases. However difficult it is to understand and apply the taking provisions and the cases which flow from them, agency officials whose responsibility it is to regulate private property must make the effort. It is part of the Gorge Commission's duty to ensure that its management plan does not violate these constitutional provisions.

It is possible to derive some general rules about how to apply the taking provisions from court cases. The two most fundamental rules are:

1. Government agencies may establish land use plans and zoning ordinances that regulate the uses of private property without violating the taking clauses of the state and U. S. constitutions. *Village of Euclid v. Ambler Realty Co.*, 272 U.S. 365 (1926).

2. A land use regulation may not go "too far." That is, the regulation may not have the effect of taking so much value from the property that it has no value to the owner. *Pennsylvania Coal v. Mahon*, 260 U.S. 393 (1922).

When does a regulation go "too far"? This, of course, is the most difficult question to answer.

There are two propositions from the case law an analysis should keep in mind. First, a regulation should be reasonably related to a legitimate objective. *Presbytery of Seattle v. King County*, 114 Wn.2d 320 (1988). That is, the objective itself must be legitimate, and the means used to achieve the objective are reasonably necessary.

The Commission has taken great care to ensure that plan guidelines are closely related to the directions given it by Congress in the Act. For example, no guidelines were included with the intention to protect views from private homes in the Scenic Area, which is not a purpose of the Act. The Commission has also taken care to not to use guidelines which are not necessary to satisfy the purposes and standards in the Act. For example, the Commission chose minimum lot sizes to protect agricultural and forest land based upon advice of experts that the sizes are necessary to ensure viable units for farm and forest management.

Second, a regulation must leave a property owner with a reasonable economic use of the property. *Presbytery of Seattle v. King County*. Because the draft management plan reduces the density ("downzones") and allowable uses of much of the private land in the General Management Areas, this analysis concentrates on the following question: Does the Final Draft Management Plan for the General Management Areas leave private lands with reasonable economic uses?

The answer to this question lies in the plan's land use designations and the guidelines on designations and on protection of scenic, cultural, natural and recreation resources. To paraphrase the question just stated above: Does the land use designation, in combination with the uses allowed by the guidelines, allow an owner of private property a reasonable economic use?

A "Reasonable Economic Use"

There is no formula from the case law which the Gorge Commission and counties and cities can apply to know that a regulation allows a reasonable economic use. Courts decide taking cases one by one. The facts in one case always seem to be different from earlier cases.

The lack of a formula, however, need not prevent analysis. Several things are clear on this point. First, if a regulation takes away all uses that have value to a private owner, there is no reasonable economic use left. For example, if the Commission designates an entire tract of private land as Open Space, and the guidelines do not allow agriculture, forestry, commercial recreation or home construction anywhere on the tract, regulation has gone "too far" and a taking has occurred.

Second, just because a regulation "downzones" property, that is, just because the regulation might lower the value of property, or does not allow the use the owner planned, or does not allow the "highest and best" use, does not mean there is no reasonable economic use left.

For example, a regulation which does not allow subdivision of a 100-acre tract into 20, five-acre homesites, as the prior zoning did, but does allow agriculture and forestry has not gone "too far" so long as the tract is suitable for agriculture or forestry. *Joyce v. City of Portland*, 24 OrApp 689 (1976). A court will look at the loss of value; if extreme, a court may rule a taking has occurred. But there is no rule of thumb or set percentage of loss. For most properties, an opportunity to build a residence is a reasonable economic use.

Liability for Takings

If a landowner alleges a taking of his or her land, whom does the landowner sue? If the landowner wins, who pays for the taking?

A. Who Defends?

The short answer to the first question is: the landowner sues the decisionmaker. If a landowner contends that the management plan itself is a taking of his or her land, the landowner will sue the Commission after plan adoption. The same is also the case if a taking claim were to arise from an application to amend the management plan or to revise an Urban Area boundary. The Commission will have to defend its decisions in these cases and will have to pay for the defense out of its budget.

During the interim, both the Gorge Commission and the counties are decisionmakers on development reviews. If it is the Commission which says no to a development, the landowner will sue the Commission. Again, the Commission will have to defend the decision and pay for the defense. If it is the county which says no, the landowner will sue the county. The county will have to defend and pay for the defense.

The situation changes after the interim. After counties adopt ordinances to implement the management plan, the Commission is no longer a development review decisionmaker. As was the case before the Scenic Area Act, the counties will be the sole decisionmakers on development reviews. The Commission will fill an appellate role only, not replacing the counties as the factfinders and decisionmakers. Hence, a landowner who alleges a taking will sue the county and the county will have to defend the decision.

This situation is similar to that currently in Oregon, under the Oregon Land Use Planning Act, and that likely to prevail in Washington, under the Growth Management Act. Under Oregon law, counties are required to adopt comprehensive plans and zoning ordinances which conform to statewide regulations. Once ordinances are in place, counties implement the statewide regulations through their ordinances. Landowners who contend that county decisions under the ordinances take their property sue the counties, which must defend the lawsuits.

B. Who Pays for a Taking?

As with the cost of defense, it is the decisionmaker who usually would have to compensate for a taking. Thus, if a court were to rule that the management plan itself effected a taking, the Commission would have to pay if compensation is due. During the interim, if a court were to rule that a Commission development review decision effected a taking, the Commission would have to pay if compensation is due. Finally, if a court ruled that a county development review decision effected a taking, the county would have to pay if compensation is due.

It is worth noting that a taking does not necessarily lead to compensation. Compensation may be avoided by repealing or revising the rule which gave rise to the taking. There may be a temporary taking, with compensation due, for the period of time between the claim and the revision. *First English Lutheran Church v. Los Angeles County*, 482 U.S. 304 (1987). However, the claimant must prove actual loss during this period.

C. A Realistic Assessment of the Exposure

A county can be sued for a taking under ordinances enacted to implement the management plan. What, then, is a county's real exposure?

There can be no airtight assessment of county exposure under the management plan, just as there can be no guarantee against an allegation of taking under a county's existing ordinances. It is helpful to turn to other experiences as an indicator of what counties can expect.

Perhaps the most direct experience is that of the Gorge Commission itself during the interim. For three and a half years, through some 800 development review decisions, the Commission has been sued seven times by landowners alleging a taking. None of those cases has been successful; they have all been decided in favor of the Commission. These cases have involved application of guidelines like those in the draft plan.

The next most relevant experience is that of the Tahoe Regional Planning Authority. From the beginning of the compact in 1969, the Authority has been sued for an alleged taking many times. No taking case has been successful against the Authority.

The California Coastal Act bears many similarities to the Scenic Area Act. The Act requires coastal counties and cities to adopt plans and ordinances to implement the coastal management plan. It was a decision of the California Coastal Commission which led to a recent ruling by the U.S. Supreme Court that a taking had occurred. *Nollan v. California Coastal Commission*, 107 S.Ct. 3141 (1987). The Court found a taking in that case not because the Commission's decision had left Nollan's property without a reasonable economic use. In fact, the Commission had authorized the use sought by the Nollans -- a replacement dwelling. The Court decided that a condition imposed by the Commission (access across beach

portion of private parcel) upon the approval of a single-family dwelling was not related to the objective of the rule upon which the Commission relied for the decision. In 19 years, there has been no successful taking case against the Coastal Commission based upon reduced property value or loss of economic uses.

The draft Scenic Area management plan does not require dedication of public access across private land as a condition of approval of development. Nor do guidelines in the draft plan impose requirements not related to standards in the Act. Hence, the ruling in the *Nollan* case should pose no problem under the management plan.

The experience under the Oregon Land Use Planning Act is also instructive. Provisions in the statewide planning goals on Agricultural Land and Forest Land are similar to guidelines on those subjects in the draft management plan. The statewide goals themselves have been in place for 16 years, since 1975. Several taking claims have been raised against the Land Conservation and Development Commission involving the goals. None was successful.

The tens of thousands of land use decisions made by the 36 counties in Oregon since adoption of the statewide planning goals in 1975 have given rise to 11 reported cases on taking claims. None of those was successful, either.

Finally, the attached paper published by the American Farmland Trust indicates that agricultural land protection techniques similar to those in the draft management plan have been upheld against taking claims around the country.

In short, although the six Gorge counties may be responsible for defending against taking claims arising from ordinances implementing the management plan, long experience from around the country and the west coast indicates the exposure is very limited. In the section on Recommendations, the report recommends that the Commission offer assistance to the counties to reduce their liability.

II. The Land Use Designations

A. Commercial Land

There are five properties designated Commercial in the Final Draft management Plan. The draft plan allows visitor commercial uses, from restaurants to gift shops (Plan, pp I-73 to 74). The designation is applied to properties which are suited for commercial use and have existing or approved commercial uses on them now. The properties lie along major Gorge travel corridors and are likely to be able to attract visitors.

As a safety valve, in the event that commercial use is not viable at any of the designated properties, the plan allows residential uses on each existing parcel (Plan, p I-74). Also, each of the properties has a Recreation Intensity Class to broaden the range of commercial uses available (Plan, pp 170 to 172).

B. Rural Center

The Final Draft Management Plan designates two areas, Skamania and Corbett, and many properties within them, as Rural Centers. The draft plan authorizes a broad range of commercial and residential uses on these lands (Plan, pp I-72 to 73). Each Rural Center has a Recreation Intensity Class of 4. This allows the highest level of commercial and public recreation provided in the plan (Plan, II-172).

In conclusion, each of the properties within the Rural Center designation has one or more reasonable economic uses.

C. Commercial Recreation Land

The Final Draft Management Plan designates four areas as Commercial Recreation: The Fishery tract at Dodson, Hidden Coves east of Stevenson, the hot springs area along the Wind River and a portion of the Broughton Lumber Company holdings at the mill site near the Spring Creek Hatchery. This designation authorizes visitor commercial uses, with an emphasis on small-scale overnight accommodations (Plan, pp I-80 to 82). Each of the areas so designated has characteristics which make it especially suitable for visitor commercial use, ranging from a hot spring to Columbia River access.

Each of these four areas also has a Recreation Intensity Class of 4. This allows the highest level of public and commercial recreation provided in the plan (Plan, p II-172).

To ensure an alternative use in the event commercial recreation use is not viable in one of the areas, each parcel is eligible for a single-family dwelling (Plan, p I-82).

Properties in one of the four areas are part of an industrial wood products manufacturing complex. The plan allows the existing use to continue (Plan, p I-89). The plan also allows conversion of existing industrial uses to less intensive commercial uses, including a broader range than those authorized in the Commercial Recreation designation (Plan, I-90).

In sum, the draft plan authorizes one or more reasonable economic use on all properties designated Commercial Recreation.

D. Public Recreation Land

The Final Draft Management Plan designates a number of areas as Public Recreation. The Commission applied this designation to those lands which have a special combination of characteristics that make them highly suitable for public recreation, particularly for day-use. Most of these areas are publicly owned and are host to existing public recreation facilities. These lands need not be analyzed here due to their public ownership.

Several other areas designated Public Recreation, however, include private land: the Taylor property adjacent to the site of the Discovery Center, the Bryant quarry area along the Historic Columbia River Highway east of Hood River, the Dodson waterfront area and the old log dump area at the mouth of the Wind River. If the Commission does not carefully ensure that the plan provides opportunities other than publicly owned and operated recreation use on these private parcels, the Public Recreation designation could very well result in a taking. That is, if the designation was applied to private land and allowed only publicly owned and operated recreation facilities, a taking issue would be presented. There are cases in state and federal courts on this point.

The draft plan does allow uses other than publicly owned and operated recreation facilities. The plan allows forestry and agriculture (Plan, p I-79). Portions of the Dodson waterfront area have some suitability for agriculture (pasture) while the remainder is suited for (or contains existing) single-family residences. Portions of the old log dump property have some suitability for forestry.

Most important, the plan allows single-family residences on every lot or parcel. The Taylor property has an occupied single-family dwelling on it. The Dodson waterfront area and Wind River Resorts properties have suitable locations for dwellings. This combination of uses ensures a reasonable economic use to each of the ownerships affected.

E. Residential Land

The Final Draft Management Plan designates many areas, totalling 6,771 acres, as Residential. There are four categories, each with a minimum lot size for the creation of new parcels: R-1 (one acre minimum), R-2 (two acre minimum), R-5 (five acre minimum) and R-10 (ten acre minimum).

The Commission generally applied the Residential designation to lands already committed to residential use by past settlement patterns. The Commission applied the minimum parcel size, again, generally, that reflected the existing pattern of lots and parcels in the area. In some areas, the Commission chose a minimum parcel size larger than many parcels in an area in order to protect a wetland, wildlife habitat, nearby agricultural land or forest land, or a particular landscape setting.

The draft plan guidelines allow many residential uses (not multi-family dwellings). The guidelines also allow agricultural and forestry uses, as many of the parcels are large enough for small-scale, second income operations. The guidelines further allow a variety of community uses, such as child care centers, schools and parks (Plan, pp I-62 to 65).

To ensure that each parcel within an area designated Residential has an opportunity for a dwelling, the plan allows dwellings on parcels smaller than the minimum parcel size (Plan, p I-62). No parcel is left without homesite potential.

Further, the plan contains a policy to allow a density bonus of 25% where appropriate to cluster new dwellings on a portion of a property in order to protect resources on another portion of the property (Plan, p I-62). The result will be a larger number of homesite opportunities than the minimum parcel size would otherwise allow.

In many areas designated Residential, guidelines in the draft plan would allow fewer new dwellings than the existing county zoning. This will mean a lower speculative value for some properties. Such lower values rarely give rise to a claim under the taking provisions of the U. S. or state constitutions. Even rarer are the cases in which a change from one residential designation to another with a larger minimum lot size resulted in a taking, probably because the remaining homesite value is deemed to be a reasonable economic use. There are no such cases reported in either Washington or Oregon.

In conclusion, the draft plan authorizes one or more reasonable economic uses on properties designated Residential.

F. Forest Land

The Final Draft Management Plan designates some 30,000 acres as Forest Land. There are three categories of Forest Land: (1) Commercial Forest Land, (2) Large Woodland and (3) Small Woodland. The guidelines which apply to each are slightly different and will be discussed separately.

Commercial Forest Land (F-1)

The draft plan designates approximately 21,000 acres as Commercial Forest Land (F-1). The Commission applied the designation generally to lands which are capable of producing at least 50 cubic feet of merchantable wood fiber per acre per year and which are currently managed by timber companies for production of wood products. These lands generally occur in large tracts (larger than 160 acres), have few dwellings, and are bordered by other large tracts devoted to production of wood products.

Draft plan guidelines authorize forestry without review in this designation (Plan, p I-29). Most important, the plan does not regulate forest practices to protect scenic resources or other resources. That is, nothing in the draft plan operates to reduce the productivity of this forest land (Plan, p I-89).

The draft plan also allows uses which are accessory to forestry. Caretaker residences, auxiliary structures and portable primary processing facilities may all be built in this designation (Plan, pp I-30 to 35). The draft plan does not allow new residences other than caretaker residences on land devoted to forestry.

Some inholdings within this designations are currently devoted to agriculture. In many areas of present forest cover, livestock grazing is now taking place. In other areas, agricultural uses, such as christmas trees, vineyards and fruit orchards,

offer an option or a supplement to forestry. The draft plan allows agriculture to continue and allows free conversion of forest land to agriculture (Plan, p I-27). The plan also allows new dwellings in conjunction with agriculture (Plan, p I-28).

Because the plan designates these lands for their current use -- the use intended over time by their owners -- and because these lands are suitable for forestry and agriculture, there is little chance of a successful taking claim involving F-1 lands.

There is a small number of small inholdings (10 to 50 acres) of nonindustrial lands within the areas designated Commercial Forest Land. In making the designations, the Commission was careful with these inholdings to include them only if they already have a dwelling, can site a dwelling on a portion of the property lying outside the Scenic Area, or have a reasonable forest management opportunity.

The plan allows uses not associated with forestry or agriculture (Plan, pp I-30 to 35). Among them are certain commercial recreation uses, as authorized by the applicable Recreation Intensity Class. For most lands designated F-1, the intensity class is 1 or 2, allowing only small-scale recreation development. However, a significant portion of F-1 lands are in intensity class 3, which allows moderate intensity commercial recreation development.

In sum, the draft plan authorizes one or more reasonable economic uses on lands designated Commercial Forest Land.

Large Woodland (F-2)

The draft plan designates approximately 2,900 acres as Large Woodland (F-2). The Commission applied this designation generally to blocks of lands in the nonindustrial ownership class that are adjacent to those in the Commercial Forest Land designation. These lands usually occur in ownerships 80 acres and larger and are capable of producing at least 50 cubic feet of merchantable timber per acre per year. Dwellings are not common on these lands.

As with F-1 lands, the draft plan allows forest management without regulation on F-2 lands. That is, nothing in the plan reduces the productivity of these lands.

As with F-1 lands, on F-2 lands the draft plan allows the accessory uses generally associated with forest management. Included among the accessory uses may be new dwellings, provided that they are in conjunction with forest management (Plan, pp I-28, 29). Because an owner must show that a new dwelling on F-2 lands devoted to forestry is necessary for forest management of the tract, some smaller tracts within the F-2 designation may not qualify for a new dwelling. In making the designations, the Commission was careful not to include such tracts unless they have good forest suitability and can provide forest management opportunities to their owners.

As with F-1 lands, the draft plan authorizes agricultural uses on F-2 lands. New dwellings in conjunction with agriculture may be allowed on F-2 lands (Plan, p I-31).

And, as with F-1 lands, the draft plan allows uses not associated with agriculture or forestry, including recreation (Plan, pp I-31 to 35). The level of recreation use is determined by the Recreation Intensity Class. On F-2 lands, the intensity class ranges all the way from 1 (low intensity) to 4 (high intensity). Some lands, then, in the F-2 designation, have good opportunities for commercial recreation (campgrounds, for example).

In short, by combination of designation and applicable guidelines, the F-2 designation provides owners with reasonable economic uses.

Small Woodland (F-3)

The draft plan designates approximately 6,200 acres as Small Woodland (F-3). The Commission applied this designation generally to those lands in the nonindustrial ownerships class which occur in smaller tracts than those in the Large Woodlands category. These lands are capable of growing at least 50 cubic feet of merchantable timber per acre per year. Dwellings are much more common on these lands than on either of the two other designations.

As with F-1 and F-2 lands, forestry and agriculture are permitted on F-3 lands without limitations. Other uses allowed on F-1 and F-2 lands are also allowed on F-3 lands, including specified commercial recreation uses.

The principal differences between F-3 and F-2 lands are the size of tracts and the occurrence of dwellings and other uses which conflict with intensive forest management (more of both on F-3 lands). The greater likelihood of uses which conflict with forest management make the F-3 lands less suitable for forestry than either F-1 or F-2 lands. To account for this reduced forestry suitability, the draft plan makes it easier to site a dwelling on F-3 lands. The plan allows a dwelling on each lot or parcel upon either enrollment in the appropriate state's forest value assessment program or a demonstration of ineligibility for the program (Plan, p I-31).

The draft plan's combination of designation and allowed uses leaves every property in the F-3 designation with a reasonable economic use.

G. Agricultural Land

The draft plan designates just over 68,000 acres as Agricultural Land, in two categories: Large-Scale Agriculture and Small-Scale Agriculture. There are several differences between the categories which bear upon allowable uses. Hence, they will be analyzed separately.

Large-Scale Agriculture (A-1)

The draft plan designates some 58,000 acres as Large-Scale Agriculture (A-1). The Commission applied this designation generally to lands currently devoted to a scale of agriculture that employs workers or produces a significant volume of agricultural products for market. The Commission also applied the designation to lands with a combination of soil capability, tract size and freedom from conflict so as to render them suitable for commercial agriculture or farm-forestry. In short, these are the lands in the Gorge devoted to orchards, row crops, wheat, extensive pasture and ranching.

The draft plan authorizes a wide range of uses on A-1 lands. Agriculture and forestry are generally permitted without review, as are uses accessory to each (such as barns, produce stands, wineries and other processing facilities) (Plan, pp I-10 to 15). Farm labor housing is allowed. Dwellings which are accessory to agriculture are also allowed. Because it is customary for more than one family member to be involved in commercial farm operations, the plan also allows a second dwelling for family members working on the farm (Plan, p I-11).

The draft plan authorizes uses not associated with agriculture or forestry. These uses serve specialized situations, such as the need for road, utility and railroad facilities (towers, portable asphalt plants, etc.). These uses occur on lands often unsuitable for agriculture or forestry. Due to specialized siting needs, the draft plan authorized new uses of this type even on land suitable for agriculture so long as the loss is minimized.

Two situations occur within areas designated A-1 which could give rise to taking claims: (1) inholdings of land actually unsuitable for agriculture; and (2) lands suitable for agriculture but which would be downzoned from a county residential designation. Each situation is discussed below.

There are unquestionably holdings within the 58,000 acres designated A-1 which are not suitable for agriculture, due usually to a combination of poorer soil and small size. These smaller holdings may also not be suitable for nonfarm uses allowed on lands designated A-1. The Commission developed a safety valve to ensure that these lands have a reasonable economic use. The process allows dwellings not associated with agriculture to be built on these holdings (Plan, pp I-12,13). This process guards against a taking.

Much of the land designated in the draft plan for Large-Scale Agriculture (A-1) is currently zoned for residential development under county ordinance. Some land devoted to high value agriculture has a higher value in agriculture than it would have as rural residential land. In most cases, however, land designated for residential development has a higher value on the open market than land designated for agriculture. Hence, much of the lands designated A-1 will lose speculative value.

The A-1 designation has antecedents in county land use ordinances across the country. As discussed in the American Farmland Trust publication attached to

this paper, cases from around the country uphold these ordinances, notwithstanding the loss of speculative residential value of affected agricultural land. Ordinances similar to guidelines which accompany the A-1 designation in the Commission's draft plan have been in place in Oregon for more than 16 years. In those 16 years, no taking claim against the farm ordinances has succeeded.

The uses authorized on A-1 lands, together with careful designation and provision for nonfarm residences on unsuitable land, leave A-1 lands with reasonable economic uses.

Small-Scale Agriculture (A-2)

The draft plan designates approximately 6,925 acres as Small-Scale Agriculture (A-2). The Commission has applied this designation to lands with no or little potential for large-scale agriculture. However, the lands have a combination of soil quality and size to render them suitable for part-time, second income or casual agriculture. In most instances, the lands are currently in this less-intensive kind of agriculture.

The draft plan authorizes a wide range of uses on A-2 lands, similar to uses allowed on A-1 lands (Plan, pp I-10 to 15). Several important differences, however, are noteworthy.

First, a single-family dwelling is allowed on every existing legal lot or parcel, regardless of use (Plan, p I-11). This means every tract of land designated A-2, no matter how small, regardless of the minimum lot size, would be eligible for a dwelling.

Second, minimum lot sizes assigned to A-2 lands are smaller than those assigned to A-1 lands. The minimums range from 20 acres to 80 acres, depending upon the presence or absence of inventoried wildlife habitat and the landscape setting (Plan, I-7, 8).

Third, lands designated A-2 are eligible for bonus homesites under the cluster provisions in the draft plan (Plan I-91, 92).

Fourth, lands designated A-2 are eligible for more intensive recreation uses, both public and commercial, than lands designated A-1 (Plan II-168).

In short, A-2 lands are eligible for a wider range of uses than A-1 lands. The draft plan leaves A-2 lands with reasonable economic uses.

H. Open Space

The draft plan designates 5,700 acres as Open Space. This designation authorizes fewest uses among all draft plan designations (Plan, pp I-50 to 54). In some cases, the designation will allow uses of value to the owner (grazing, operation and maintenance of hydroelectric facilities, for example). In most cases, however, uses are

very limited. The Commission applied the Open Space designation to those General Management Area lands with the most significant and most sensitive scenic, cultural, natural and recreational resources.

Because the Open Space designation allows few uses of economic value to owners of private property, the Commission was extremely cautious in its application of the designation. Most of the land designated Open Space (3,000 acres) is public land, belonging to a variety of public jurisdictions. The balance (2,700 acres) belongs to private corporations or individuals. A majority (1,800 acres) of this private land belongs to persons who have no objection to the Open Space designation, generally because the lands are too steep or otherwise unsuitable for development. The Open Space designation will not generate taking claims involving these lands.

It is the remaining 900 acres of private land designated Open Space which must be closely scrutinized to ensure that reasonable economic uses remain.

Commission followed a detailed policy designed to ensure economic uses (Plan, p I-49). The same policy also commits the Commission to seek acquisition or exchange for owners who remain dissatisfied with the uses available to them. The approach used by the Commission to ensure reasonable economic uses for these lands was the following: (1) draw the boundaries of the designation in such a way as to avoid including entire ownerships; and (2) designate the portion of each ownership which lies outside the Open Space designation for a use which allows residential use or a use which provides an economic return.

Mosley Lakes Natural Area

This Open Space area contains a 25.6-acre portion of a 512-acre private ownership. The portion not included within the Open Space area is designated Forest (F-1). As discussed earlier, the F-1 designation allows forestry and other uses. The tract is currently being managed by Longview Fiber for production of wood products. The Open Space portion is a small part (5 percent) of the ownership, the great majority of which has reasonable economic uses.

The natural area lies adjacent to a Special Management Area. The draft plan calls upon the Forest Service to revise the boundary of the SMA to include the Mosley Lakes Natural Area. The Forest Service has expressed readiness to consider the revision. Inclusion of the natural area within the SMA would make the 30-acre tract eligible for acquisition by or exchange with the Forest Service, at the request of the owner.

Mouth of Wind River Wildlife Area

This Open Space area was designated in order to protect a bald eagle wintering area at the mouth of the Wind River. The bald eagle is a threatened species. The Commission applied the Open Space designation to the forested lands along the shoreline.

The area contains portions of four private ownerships along the shoreline of the Wind River as it enters the Columbia River. Each of the ownerships has land outside the Open Space boundary suitable for a dwelling or forestry, or both.

The two largest ownerships belong to T. and P. Monaghan (176 acres) and Burlington Northern Railroad (149 acres). Approximately 29 acres of the Monaghan ownership and 9 acres of the Burlington Northern tract fall within the Open Space boundary. The draft plan designates the balance of both tracts as F-3 (see authorized uses, above) with a 20-acre minimum lot size. Hence, both may pursue forest management on a relatively large tract or divide into small woodlots, each eligible for a residence. The company's rail line runs through the remainder of its tract. Operation of the railroad will not be affected by the Open Space designation.

Wind River Resorts owns approximately 41 acres on the west side of the Wind River. The Open Space designation includes about 12 acres, leaving a portion in F-3 and a portion in Public Recreation. Both designations authorize forestry and single-family dwellings. The PR designation makes the property a likely target for a willing-seller acquisition by a public body. The recreation intensity class is 4, allowing relatively intense recreation use.

The last private tract is 13.69 acres in size. The Commission recently approved a single-family dwelling on the upper portion of the property, outside the Open Space boundary.

Each of the private ownerships in this Open Space area has a reasonable economic use available.

White Salmon River Canyonlands

This Open Space area contains portions of three private ownerships. One owner (Pacific Power) holds its ownership to protect and service Condit Dam on the White Salmon River and does not object to the Open Space designation. Owners of the other two tracts have not assented to the designation. Each of these two ownerships is small; each is developed with a single-family residence on the portion which lies outside the Open Space boundary. The portions within the boundary form the upper slopes of the river canyon walls. Each of the private ownerships has a reasonable economic use.

Balch Lake Wildlife Wetlands Area

This Open Space area contains portions of four private ownerships. The Open Space boundary includes several wetlands, unsuitable for development, and surrounding shores critical for survival of a population of Western Pond Turtles, a Washington threatened species. Historically, the shores have been used for grazing livestock. The draft plan allows grazing to continue, subject to approval of a range conservation plan by the Washington Department of Wildlife.

The largest tract (248 acres) belongs to Dennis Clark. Just less than half falls within the Open Space boundary, surrounding six ponds and wetlands. The Washington Department of Wildlife is currently negotiating for the purchase of this portion of the ownership.

The Open Space boundary also includes a major portion (44 acres) of the W. Hamm ownership (106 acres). The Washington Department of Wildlife has also discussed potential acquisition with the owner of the Open Space portion of this tract.

Two other tracts are affected in a lesser way. The designation includes 21 acres of the M. Hamm ownership (222 acres) and 6 acres of the Robert McClain ownership (54 acres). The major portions of these and the W. Hamm and Clark ownerships lie outside the Open Space designation and are designated as A-2, whose uses are described above. Each tract is entitled to a single-family dwelling. The minimum lot size on the Clark tract is 40 acres, allowing additional residences. The lot size on the Hamm and McClain tracts is 80 acres (deer and elk winter range).

Each of the private ownerships has one or more reasonable economic uses available.

Klickitat Wildlife and Natural Area

This Open Space area contains portions of eight private ownerships. It also contains portions of a tract belonging to the Washington Department of Fisheries. The area includes a natural area and the shores of the lower Klickitat River, habitat for bald eagle, a threatened species. Due to the steepness of the slopes down to the river, most of the area is unsuitable for structures. The boundary excludes the Cole ownership because inclusion of it would have left the property with no reasonable economic use.

The Open Space boundary takes in small portions of two large, private tracts: Starr (13 of 145 acres) and Castle (28 of 1,510 acres). The great majority of these ownerships outside the Open Space designation is available for agriculture (current use) or forestry. The Starr property carries an A-2 designation. The plan designates the Castle property as A-1. Each ownership currently has a dwelling and several outbuildings.

The Dean, Grebstad, Connell and Handy properties are not currently being used for agriculture or forestry. They slope steeply toward the Klickitat River. However, each has an area of buildable land for residential use. The Open Space boundary excludes each of these buildable portions. The draft plan designates these portions to allow new dwellings (R-5, PR or F-3).

The boundary also includes a 28-acre tract which belongs to J. Michaelis. Most of the ownership falls within the Open Space designation. A portion is designated F-3, which allows a residence. Klickitat County records do not clearly indicate whether the Michaelis tract is one parcel or is composed of three contiguous par-

cels. If the tract has three parcels which can be sold separately, two of the parcels may fall entirely within the Open Space designation. These two parcels would be left with no reasonable economic use.

Additional research is needed to determine the nature of Mr. Michaelis' ownership. No taking will be risked if the ownership consists of one 28-acre parcel. However, two parcels will be left with no reasonable economic use if the ownership consists of three contiguous parcels. In this case, the land use designations must be changed to allow a dwelling on the two parcels that are currently designated Open Space. See Recommendations, below.

Chenoweth Table Natural Area

This Open Space area contains portions of eight private ownerships. The area has some agricultural suitability. However, water to support crops is limited; the natural area is not within the local irrigation district. In recent years, the affected ownerships have experienced limited livestock grazing.

Two ownerships contain land outside the Open Space boundary, and below the table adjacent to The Dalles Urban Area. The plan designates these portions of the ownerships as Residential, allowing development of homesites. Both properties are eligible for homesite bonuses under the plan's cluster development provisions (Plan, pp I-91,92). The Commission has given tentative approval to the owner of one of these tracts, involving up to 20 new lots for homesites. Both of these ownerships have valuable economic uses for the portions of their tracts outside the Open Space boundary.

J. Ellett owns a third tract affected by the Chenoweth Table Natural Area Open Space designation. The Ellett ownership is 372 acres, of which 227 acres is designated Open Space. Approximately 130 acres lie outside the Open Space boundary; this portion is designated A-2. The remaining portion lies outside the National Scenic Area. Wasco County zoning designates this portion Rural Residential with a five-acre minimum lot size.

Analysis of the portion of the Ellett ownership that lies outside the Open Space designation (the A-2, Scenic Area portion) indicates that, due to steep slopes and rocky, unstable soils, it is not suitable for residential development. Hence, but for the portion of the ownership outside the Scenic Area, there is little opportunity for homesite development or other economic uses. The Commission should revise the boundary of this Open Space area. See Recommendations, below.

The remaining five ownerships affected are relatively small. Each includes a single-family dwelling or is eligible for a dwelling under the applicable draft plan designation.

Rowena Natural Area

This Open Space area lies adjacent to the Rowena Special Management Area. The natural area spans the SMA/GMA boundary.

Portions of six private parcels fall within the Open Space boundary. The portions within the boundary are steep and generally unsuitable for development. Each affected parcel has a developable portion. Most are already developed with single-family dwellings, the prevailing use in the area. The Commission recently approved dwellings on one of the affected properties (Adkinson), limiting development to the portion of the tract lying outside the Open Space boundary.

Each of the private ownerships in the GMA portion of the Rowena Natural Area has a reasonable economic use available.

Hood River to Mosier Gorge Walls Area

This Open Space area contains public and private lands along the Historic Columbia River Highway between Hood River and Mosier, sloping steeply north toward the Columbia River. Within the area are the Historic Highway and the famous Mosier Twin Tunnels, the Columbia Oaks Natural Area, highly scenic walls of the Gorge and an important recreational resource.

The draft plan excludes several private tracts (Howell, Leigh) in the area because they would have fallen entirely within the boundary of the Open Space, leaving them with no economic use. A third tract has recently changed ownership. The change leaves the tract with no developable portion outside the Open Space boundary. The Commission must re-examine the inclusion of this parcel (Anne Bryant). See recommendations, below.

The boundary includes portions of another seven private parcels. Two of the parcels (J. Arlie Bryant) support an active quarry which has recently been reauthorized by the Oregon Department of Geology and Mineral Industries, with conditions recommended by the Commission.

Three tracts (Ulrich, Hand and Verschingel) contain developable land outside the Open Space boundary. The Commission recently approved a land division on the Ulrich property (93 acres), resulting in authorization for two dwellings.

The designation includes approximately 70 acres of land belonging to SDS Lumber Company. This land is part (2 percent) of the company's 3,440-acre contiguous ownership, managed for production of wood products. The balance of the ownership is designated F-1, the allowable uses of which are described above. Forestry is among those uses.

The last private owner is the OWR&N Co., whose parent company, Union Pacific Railroad, operates a rail line through the ownership. The Open Space designation will not interfere with this use.

Each of the private tracts within this Open Space area retains reasonable economic uses.

Hood River Canyonlands

Like the White Salmon River Canyonland, this Open Space area contains the steep walls of the Hood River canyon. Pacific Power Company owns the great majority of the area to protect the company's water and hydroelectric facilities. The designation does not conflict with the company's objectives.

The Open Space boundary also includes a portion of a second private parcel, which includes a relatively level portion to the west (designated A-1), between the Open Space designation and the Hood River Urban Area. The level portion -- outside the Open space boundary -- supports a single-family dwelling and an orchard. Steeply sloping portions of three other private parcels are included in the designation. Portions of each outside the designation boundaries have economic uses.

The private parcels in this Open Space designation have reasonable economic uses.

J. Industrial Land

The Scenic Area Act prohibits industrial development in the Scenic Area outside Urban Areas. However, a small number of active industrial uses predate the Act. The draft plan recognizes these uses, allows them to continue, and further allows them to expand within a dedicated site if necessary for successful operation (Plan, pp I-89, 90). This policy protects these industrial uses from any taking.

III. Guidelines to Protect Resources

This section will examine the guidelines in the draft plan intended to protect scenic, cultural, natural and recreation resources. The analysis will determine whether they limit uses allowed by the land use designations to such an extent as to render those uses no longer reasonable economic uses.

A. Scenic Resources

Guidelines to protect scenic resources are not intended to prevent development. They are expressly intended to determine *how* development takes place (Plan, p II -4). That is, the guidelines focus on questions of siting and design. They come into play when a use is otherwise allowed.

The draft plan allows some uses to proceed without application of the guidelines for scenic resources. Most important, the guidelines do not apply to forest or agricultural practices (Plan II-4).

The plan allows other uses without application of certain guidelines because the uses cannot comply. These are important uses without which reasonable economic use is not possible. An example is signs. Commercial uses must employ signs to at-

tract business. Guidelines on visual subordinance do not apply because they would defeat the purpose of the signs (Plan, pp II-40 to 42).

A second example is communications towers. To function, they generally must be built at the tops of hills. Guidelines to prevent uses from breaking the skyline do not apply (Plan, p II-12). Rather, the uses are allowed to break the skyline, but to minimize the break.

Several guidelines require setbacks in order to protect highly scenic and visible river or road corridors (Plan II-12, 39). The draft plan authorizes a variance from these guidelines if their application would leave a property without an opportunity to construct a residence (Plan, I-96, 97).

Another set of guidelines generally prohibits new buildings on slopes in excess of 30 percent (Plan, p II-12). The draft plan allows a variance to these guidelines if strict application would prevent construction of a residence (Plan, pp II-12, I-96, 97).

The Commission has applied many of the guidelines in the draft plan as part of its rules for development reviews in the interim period over the past three and one-half years. One taking claim arose from application of the Commission's interim rules for protection of scenic resources during that period: *Tucker v. Commission.* The Superior Court for Skamania County ruled in the Commission's favor. The case is on appeal to the Washington Court of Appeals.

During the interim, the Commission has required the siting of a residence back from a bluff edge or behind a geologic feature in order to prevent the residence from being highly visible. The guidelines in the draft plan will occasionally require the same measures. Application of guidelines to achieve visual subordinance in this manner can reduce the value of a homesite. There is no taking, however, so long as the dwelling may be reasonably sited on a parcel. Guidelines to the same effect have been in operation for decades in cities and counties throughout the country, including counties in the Gorge, without taking problems.

In sum, the guidelines to protect scenic resources will not deprive private landowners of reasonable economic uses otherwise available to them.

B. Cultural Resources

The guidelines for protection of cultural resources raise a taking issue at two potential points in the protection process: the survey step and the protection step.

The draft plan imposes a survey requirement -- most new development must be preceded by a "reconnaissance" survey. The survey requirement could present a taking problem if the cost were so high that it prevented a landowner from proceeding with development. The draft plan avoids this result. First, certain activities are exempt from the survey requirement altogether (Plan, p II-54). Second, the plan provides that the Commission will provide the services of an ar-

chaeologist to perform the surveys for small-scale development (single-family dwellings, for example) (Plan, p II-56). Third, the plan limits the scope of the survey to keep the cost down (Plan, p II-71).

At the protection step, a taking could arise if the guidelines required a permanent halt to all development if a cultural resource were found. The guidelines, however, aim at protection of cultural resources, not avoidance at all costs. The plan, like the Scenic Area Act itself, calls for avoiding "adverse effects" to cultural resources. That is, the guidelines call for a "mitigation" plan should a survey discover a significant cultural resource. The mitigation guidelines give preference to avoidance of such a resource. But the guidelines allow other solutions if avoidance would leave a private parcel without a reasonable economic use:

> "A full range of alternative mitigation measures shall be explored if avoidance is not practicable, including reducing the size, scope, configuration and density of the proposed activity. The alternatives include, but are not limited to burial under fill, stabilization, removal of the cultural resource to a safer place, and partial to full excavation and recordation." Plan, p II-67.

The guidelines on surveys and protection are similar to rules applied by the Gorge Commission in development reviews over the past three and a half years. During that time, no taking problem has arisen.

In conclusion, the guidelines for protection of cultural resources will not deprive a private landowner of all reasonable economic uses of land.

C. Wetlands

A wetlands protection program could present a taking issue if a wetland and its protective buffer covered all, or virtually all, of a private ownership and the program allowed no economic use within the buffer or wetland. This situation will not arise under the draft guidelines.

First, wetlands in the Scenic Area inventory are generally small and cover only portions of ownerships.

Second, the guidelines do not prohibit all economic uses of wetlands. The overall goal of the wetlands provisions is to achieve "no net loss" of wetland acreage and functions (Plan, p II-86). This goal allows losses of wetlands in specified circumstances so long as the values lost are replaced elsewhere.

Third, the guidelines generally require a buffer to be maintained between wetlands and new structures. The width of the buffer varies from 75 to 150 feet, depending upon the dominant vegetation that exists in the buffer. The guidelines allow wetlands buffers to be reduced if their application would prohibit a landowner from constructing a dwelling on the affected parcel (Plan, p I-97).

The guidelines authorize some uses in wetlands and buffers without review. Most important are livestock grazing and forest practices, the principal economic uses made of wetlands and buffer areas in the Scenic Area (Plan pp II-87, 88).

The guidelines authorize minor water-dependent and water-related structures under specified conditions (for example, docks and boardwalks) (Plan, pp II-89, 90).

The guidelines allow other uses upon satisfaction of specified criteria (Plan, pp II-90 to 92). The criteria seek to limit new development in wetlands or wetlands buffers to those uses which are water-dependent, that is, uses which require a location on the water. However, the guidelines also allow nonwater-dependent uses if there are no practicable alternative locations (Plan, p II-90, 94).

The Commission has applied similar rules to development reviews over the past three and a half years. No taking issues have arisen.

In sum, the wetlands guidelines will not deprive private landowners of all reasonable economic uses of their land.

D. Riparian Areas

The draft plan contains guidelines to protect fish and wildlife habitat in and associated with streams, lakes and ponds. The guidelines, with important exceptions, require a buffer between new structures and streams, lakes and ponds.

As with wetlands, the riparian areas guidelines could present a taking issue if the water body and the buffer area covered all or virtually all of a private ownership and allowed no economic uses within the buffer. This situation does not occur within General Management Areas.

Inventories of streams, lakes and ponds indicate that no such water bodies cover all or nearly all of a private ownership in General Management Areas. Lakes and ponds are generally small, although there are several larger lakes in the western Gorge. The smaller waterbodies do not cover major portions of private ownerships. Several larger lakes do cover significant portions of private ownerships. They will be discussed further, below, under uses.

Many stream courses exist in the Scenic Area. They are linear, of course, and do not cover major portions of ownerships. Owners usually keep buildings a safe distance from streams to avoid flood hazard and pollution of the streams.

As in wetlands, the guidelines do not prohibit uses in riparian areas. Most important with respect to larger lakes, which often have existing structures along their shores, the guidelines continue the right to maintain and improve existing these structures (Plan, pp II-98 to 100; pp I-89, 90).

The guidelines also authorize specified uses without review under the guidelines (Plan, pp II-98, 99). Most important are livestock grazing and forest practices. In the eastern Gorge, the principal economic use of riparian areas is grazing. Grazing is not regulated by the guidelines to protect riparian areas. In the western Gorge, forestry is the major economic use of riparian areas. The guidelines do not regulate forest practices.

The guidelines allow certain water-dependent and water-related structures in riparian areas under specified conditions (Plan pp II-99, 100). These uses include docks and boardwalks.

The guidelines authorize other uses subject to a set of criteria (Plan pp II-100 to 103). The criteria seek to limit new uses to water-dependent uses, that is, uses which require a location on the water. However, nonwater-dependent uses also are allowed if there is no alternative location away from the waterbody (Plan, p II-100, 94).

Finally, as in wetlands, the width of the buffers may be reduced if strict application would deprive an owner of a homebuilding opportunity (Plan, p I-97).

The Commission has been regulating uses in riparian areas during the three and a half year interim period. Because forestry and livestock grazing are not regulated, and because people usually choose not to build close to a stream, riparian issues have rarely arisen (less than one percent of 800 development reviews). Those which have arisen most often involve an addition to an existing structure. The Commission has authorized these developments. In no case has a taking issue appeared. It is reasonable to conclude that the county implementation experience will be similar.

In sum, the guidelines to protect riparian areas will not deprive private landowners of all reasonable economic uses.

E. Wildlife Habitat

The draft plan contains guidelines to protect wildlife habitat, using three different approaches. First, important habitat especially sensitive to forest and agricultural practices is proposed for the Open Space designation. Second, specific sensitive wildlife sites, such as a heron rookery or an osprey nest, are protected by buffers around the site. Third, deer and elk winter range and turkey habitat, because they are widespread in the Gorge, are protected principally through the Agricultural Land and the Forest Land designations. Each of these approaches should be analyzed for potential taking issues.

The Open Space designations are discussed above, at pages 12 to 18.

The guidelines to protect sensitive wildlife sites require buffers between most new development and the sites. These guidelines could present a taking issue if a buffer were applied to a particular property in such a way as to leave no reasonable

economic use. For example, if no uses were allowed within a buffer, and if a buffer covered the three buildable acres of a ten-acre parcel, and if the remaining seven acres were too steep for a new home, there would likely be a taking.

This situation will not arise under the draft guidelines. First, the guidelines do not prohibit all uses within the buffer. The guidelines authorize specified uses within the buffer without review (Plan, pp II-111, 112). Most important among these uses are livestock grazing and forest practices. These are the most common uses in the Scenic Area.

Second, the guidelines authorize other uses upon review so long as the effects upon the wildlife site are negligible (Plan, p II-116).

Finally, the guidelines authorize variances to adjust a buffer if the effect of the buffer would otherwise be to prevent the siting of a residence on a parcel (Plan, p I-97).

The guidelines protect wildlife sites that are included in the wildlife inventory. The inventory shows that most sensitive sites fall within Special Management Areas. Many that lie within General Management Areas are on land that is too steep and rugged for buildings, forestry or agriculture. Few sites fall on land suitable for development. During the interim period, through some 800 development reviews, wildlife sites rarely arise (less than two percent of reviews). No taking issue has arisen. There is no reason to conclude that the county implementation experience would be different.

The guidelines to protect winter range and turkey habitat call for specific minimum parcel sizes (40 acres west of the White Salmon River and the Hood River; 80 acres east of the rivers) for land divisions (Plan, p II-110). The minimum parcel sizes do not affect the ability to place a dwelling. The size guidelines apply only to lands designated Agricultural Land and Forest Land. The guidelines do not affect forest or agricultural practices.

In sum, the guidelines to protect wildlife habitat will not deprive private landowners of reasonable economic uses.

E. Plant Habitat

The draft plan contains guidelines to protect endangered, threatened and sensitive plants. The guidelines are very similar to the guidelines to protect wildlife sites, discussed above. Hence, the analysis of potential taking problems is similar.

The guidelines require buffers around rare plants. Development within the buffer is limited. Application of the buffer requirement could present a taking if it removed any opportunity for a reasonable economic use on a privately owned tract.

This situation will not arise in General Management Areas. First, the guidelines do not prohibit all uses within a buffer. The guidelines allow, without review, specified uses within the buffer (Plan, pp II-123, 124). These allowed uses include livestock grazing and forest practices, the two most common uses in General Management Areas. They are not regulated under these guidelines.

Second, the guidelines authorize a variance to a buffer if the effect of the buffer would otherwise be to prevent the siting of a residence (Plan, p I-97).

The guidelines apply to plant sites shown on an inventory map. There are few sites on developable land in General Management Areas. During the interim period, through some 800 development reviews, plant sites have arisen in only one percent of all cases. In no case has a taking problem arisen.

In conclusion, the guidelines to protect plant habitat will not deprive the owners of private land of all reasonable economic uses.

F. Natural Areas

The Oregon and Washington Natural Heritage Programs conducted an inventory for the Commission and the Forest Service of natural areas (important plant communities). Several are eligible for Oregon's Register of Natural Heritage Resources or Washington's Register of Natural Areas. The draft plan designates these as Open Space. For analysis of the taking problems presented by the Open Space designation, see pages 12 to 18, above.

The draft plan designates other natural areas as Agriculture/Special. The plan applies this designation to those natural areas which are primarily rangeland and contribute substantially to existing livestock operations. The guidelines for these natural areas authorize continued grazing and other uses (Plan, p II-135). New structures, including dwellings, are limited, but not prohibited (Plan, pp II-136, 137). Several uses are prohibited, such as cultivation (Plan, pp II- 137, 138). The draft plan is careful not to apply the designation to lands under cultivation.

No private parcel will be left without a reasonable economic use as a result of the natural areas guidelines.

IV. Recommendations

The Commission can best help the counties by continuing to review draft guidelines to ensure that private parcels are left with reasonable economic uses. As a result of this analysis, the Commission should make several adjustments in land use designations:

1. Revise the boundary of the Chenoweth Table Natural Area Open Space boundary to remove buildable land from the Open Space designation and place it in the A-2 designation to provide homesite opportunities on the Ellett property.

2. Revise the boundary of the Hood River to Mosier Gorge Walls Area to exclude the Anne Bryant property to allow forest practices.

3. Review the effect of the Open Space boundary upon the Michaelis ownership. If the ownership contains three separate parcels, revise the boundary to provide homesites on each parcel.

In addition to these changes, there are several other measures the Commission should take to reduce county costs which may arise from taking claims against them:

1. Adopt a policy to assist a county which is sued for a taking under a management plan-required guideline by helping defend the county in court.

2. Monitor appeals of decisions to county boards or county courts in order to anticipate lawsuits alleging a taking under a management plan-required guideline.

3. Adopt a policy committing the Commission to consider, on its own motion, a plan amendment to revise a guideline upon a court ruling that a taking has occurred as a result of application of a management plan-required guideline.

American Farmland Trust

The First Lutheran Church Case
"Temporary Takings and Farmland Protection"

By Edward Thompson, Jr. */

The First Lutheran Church Case, "Temporary Takings" and Farmland Protection

by Edward Thompson, Jr. */

In the recent case of First English Evangelical Lutheran Church v. County of Los Angeles, 1/ the U.S. Supreme Court ruled that landowners may recover money damages from government when regulation results in a "temporary taking" of private property. As any departure from precedent is bound to do, this case has caused confusion among planners and other local officials about its effect on their authority to regulate land use in the public interest. This memorandum will discuss the decision and its specific effect on farmland protection regulations.

The First Lutheran Church case arose under the "taking" or "Just Compensation" clause of the U.S. Constitution: "nor shall private property be taken for public use, without payment of just compensation." 2/ Los Angeles County had adopted a regulation prohibiting building in a floodplain. The church was thereby prevented from rebuilding a camp that had been destroyed by a flood. 3/ It sued in a state court, alleging that the regulation denied it all use of its land and was therefore a "taking" of its property. Instead of asking the court to overturn the regulation -- the usual remedy for a taking -- the church asked for money damages. The California courts dismissed the case, reasoning that, even if the church could prove a taking had occurred, damages were an inappropriate remedy.

On appeal, the U.S. Supreme Court reversed and ruled for the church. In sending the case back to the California courts for

further hearings on the merits, 4/ the Court held that if a land use regulation is found to be a taking and is invalidated -- thus converting it into a "temporary taking" -- damages are appropriate to compensate the landowner for the loss of use of the property during the period when the taking was effective.

This narrow ruling is a far cry from some of the things the case has been claimed to stand for. If the Court's decision in First Lutheran Church is read carefully, and considered in the context of other authoritative judicial rulings on the taking issue, its practical effect on land use planning and regulation -- particularly that aimed at protecting farmland -- is revealed as far less serious than is commonly believed.

I. Background: The "Taking" Issue

The starting point for an analysis of First Lutheran Church is the question of what is an unconstitutional "taking" of private property. The concept of a "taking" defines the limit of what government regulators can and cannot do to affect the use of land.

Private property, said Justice Oliver Wendell Holmes in the landmark case of Pennsylvania Coal Co. v. Mahon, 5/ is "enjoyed under an implied limitation and must yield to the police power" -- the authority of government to protect the public health, safety and welfare. 6/ But "if regulation goes too far it will be recognized as a taking." 7/ Just how far is too far, he observed, "depends on the particular facts" of each case.

In weighing those facts, courts generally engage in a balancing of public and private interests. 8/ The less compelling the

public interest served by the government regulation in question, 9/ and the greater the reduction in potential market value of the land affected by the regulation, 10/ the greater is the likelihood that courts will determine that a taking has occurred. 11/

There is no set formula for making the determination, and this tends to make government regulators nervous. But in actual practice, the courts have generally been quite willing to defer to the judgement of state and local legislators in the matter of the need for regulations to serve the public interest, 12/ and have been equally tolerant of severe diminutions in property values resulting from such regulations. 13/ Indeed, the prevailing judicial philosophy is that where regulation has an arguably legitimate public purpose, it must go so far as to prohibit virtually all economic uses of private property, rendering it practically worthless, before it becomes a taking. 14/

When a regulation is ruled to be a taking, the traditional remedy made available to a landowner by the courts is invalidation of the regulation as applied to his property. This gives the government the choice of allowing the landowner to go ahead with his plans, or of exercising its power of eminent domain and paying compensating for the property. 15/ Courts do not force legislative bodies to condemn land because that would amount to a judicial exercise of legislative powers, which would violate the constitutional doctrine of separation of powers. 16/

II. Effect of First Lutheran Church

The most important thing about the First Lutheran Church

case is that it does not -- repeat, does not -- redefine a taking. The basic rules outlined above remain the same and, as we shall see below, are particularly favorable to regulations aimed at protecting farmland.

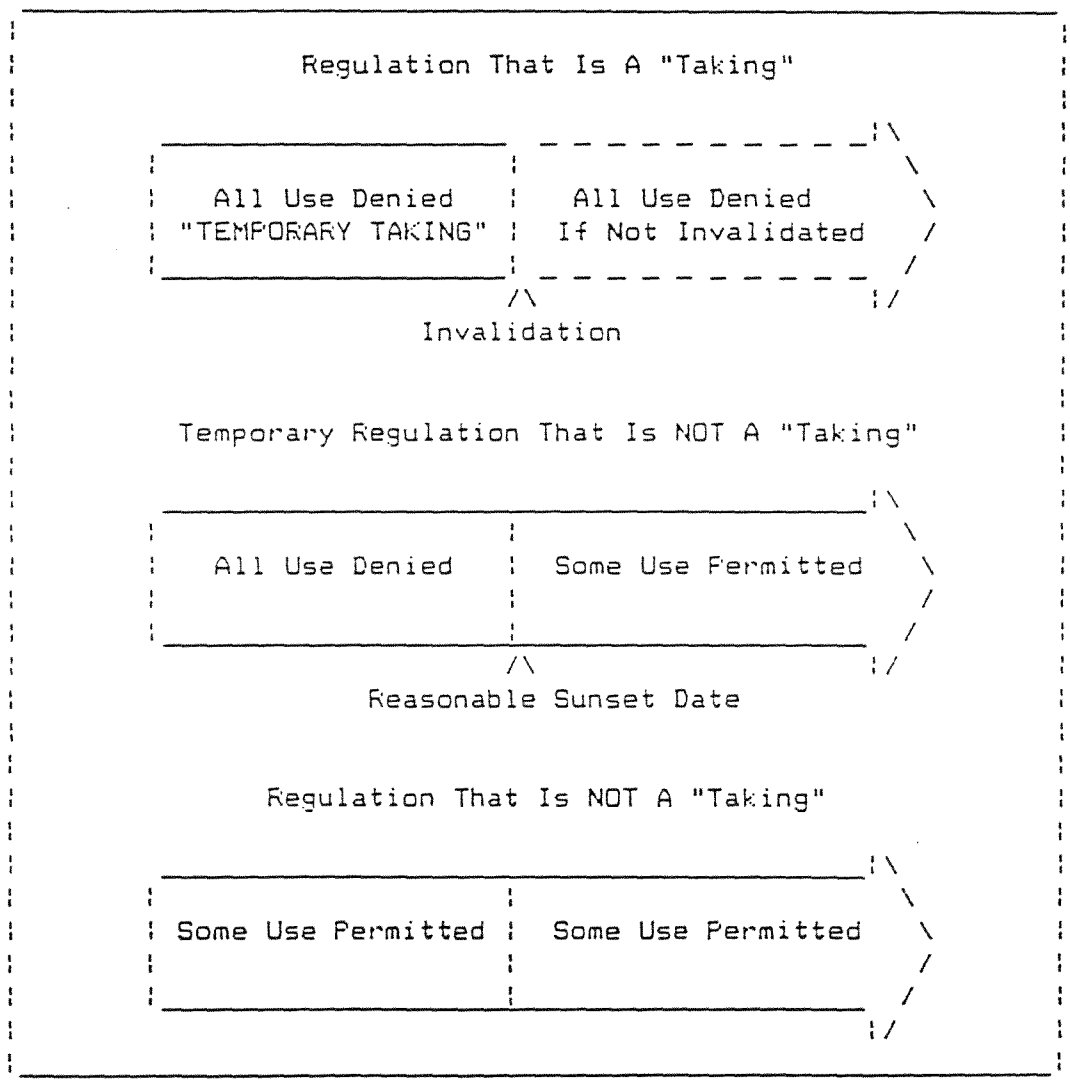
Where the case departs from precedent is on the issue of the remedy available to landowners who can prove that their property has been taken. For the first time, the Supreme Court ruled that the invalidation of an overly-restrictive regulation does not compensate a landowner for the deprivation of the use of his property during the period that the regulation was in effect. That deprivation of use, said the Court, is a "temporary taking" for which government must pay.

This new legal creature -- a "temporary taking" -- is what has caused all the confusion. But a close reading of the Court's opinion reveals that it is not all that scary.

"'[T]emporary' takings,'" said the Court, "deny a landowner all use of his property, [and] are not different in kind from permanent takings. 17/ Hence, temporary regulations like building moratoria, that are effective only for a period of time, do not ordinarily work a temporary taking. 18/ Nor do normal delays incident to the land use decisionmaking process give rise to temporary takings. 19/ Rather, a temporary taking is what results from the invalidation of a regulation that, if allowed to remain permanently in effect, would have denied a landowner all use of his property, i.e., would have been a taking. 20/ (See the illustration below.)

In other words, the Supreme Court did not redefine a taking to encompass the denial of less than all use of private property

by temporary regulations. It merely said that, if a land use regulation does deny all economic use of property, the landowner not only has the traditional remedy of having its future application to his property enjoined, but can also recover damages for the loss of its use during a certain period in the past.



The Court's opinion in First Lutheran Church seems to make it clear that the period during which a temporary taking is effective and, thus, when damages accrue, ordinarily begins only when a landowner seeks and is denied permission to use his land in a manner restricted by the regulation, not when the regulation

is adopted in the first place. 21/ And damages for a temporary taking stop accruing when the offending regulation is invalidated by a court and compensation is no longer a constitutional imperative. 22/ Thus, the damages "window" that government regulators need be concerned about is fairly narrow.

As for how damages for temporary takings are to be measured, the Court said that government must pay "fair value for the use of the property ... during the period" of the taking. 23/ Comparing the temporary deprivation of use to a leasehold, 24/ the Court's opinion further implies that "'[i]t is the owner's loss, not the taker's gain, which is the measure of the value of the property taken.' 25/ Though the difficulties inherent in trying to apply this measure are somewhat troublesome, 26/ the issue is academic if government regulators are careful to leave landowners with some economic use of their property, so that their actions will not be ruled a taking in the first place and First Lutheran Church will not apply.

III. Takings and Farmland Protection

There are relatively few appellate court cases that squarely address the issue of whether regulations aimed specifically at keeping land available for agricultural use are a taking. There are a couple reasons for this: first, farmland protection regulations are a fairly new phenomenon; second, it is so abundantly clear that regulations allowing farm use of property are not a taking, that they are seldom challenged on this grounds.

The state courts, where most taking claims are adjudicated,

are nearly unanimous -- especially when it comes to farmland protection -- in applying the basic rule that, unless a regulation denies all reasonable, economic use of land, it is not a taking. Since farming generally is an economic use of land, it is only under extremely rare circumstances that carefully drafted farmland protection regulations are held to be a taking.

Thus, the courts have upheld against taking claims regulations permitting only farm uses of land under exclusive agricultural zoning, 27/ as well as those permitting some nonfarm development on minimum lots as great as 160 acres. 28/ And they have done so even though the effect of regulation has been to reduce the market value of the plaintiff's property up to 90 percent. 29/

In determining whether regulation has left the farmland owner with some economic use of his property -- or, in other words, whether farming is a viable use -- the courts tend to make an objective rather than subjective inquiry. That is, they ask not whether the specific plaintiff can make money farming the land, but whether anyone could do so. Thus, they have considered soil capability as an indicator of whether farming is a viable use, 30/ but have rejected the argument that a parcel of farmland is too small by itself to be an economic farming unit where it could be incorporated into a larger operation. 31/

Generally speaking, if regulations are based on a carefully prepared comprehensive land use plan that considers such factors relating to agricultural viability as soil capability, and if -- erring on the side of caution -- they permit some nonfarm development that won't interfere with agricultural uses, they should

stand up against virtally any taking challenge. 32/

Footnotes

*/ General counsel, American Farmland Trust. B.A., Cornell University; J.D., George Washington University. Member of the bars of Maryland, Pennsylvania and the District of Columbia.

1/ No. 85-1199, October Term 1986 (June 9, 1987). The case is variously known as First Lutheran Church, First English and "Lutherglen," after the name of the church camp involved. The Supreme Court slip opinion uses First Lutheran Church, so that abbreviation is used herein.

2/ U.S. CONST. amd. V. It applies to state governments through the XIV Amendment. See, Chicago B. & Q. R. Co. v. Chicago, 166 U.S. 226 (1897). N.B.: Cases cited "U.S." refer to U.S. Supreme Court cases.

3/ Cf., Genesis 6:8 (King James Version)

4/ Contrary to rumor, the Court did not rule that floodplain regulations are a taking. The majority acknowledged that "We accordingly have no occasion to decide whether the [floodplain] ordinance at issue actually denied [the church] all use of its property or whether the county might avoid the conclusion that a compensible taking had occured by establishing that the denial of all use was insulated as a part of the State's authority to enact safety regulations. See, e. g., Goldblatt v. Hempstead, 369 U.S. 590 (1962)[(closing of quarry by regulation upheld)]; Hadacheck v. Sebastian, 239 U.S. 394 (1915)[(regulation closing brickyard upheld)]; Mugler v. Kansas, 123 U.S. 623 (1887)[(regulation closing saloon upheld)]. These questions ... remain open for decision on the remand we direct today." Slip op. at 8.

To settle the damages issue, the majority had to assume, as did the California courts, that a taking had occured. In three previous cases, the Court had declined to address the question of damages because it was not clear that a taking had occurred. See, Agins v. Tiburon, 447 U.S. 255 (1980); San Diego Gas & Electric Co. v. San Diego, 450 U.S. 621 (1981); MacDonald, Sommer & Frates v. Yolo County, 477 U.S. ____ (1986). Dissenting Justices Stevens, Blackmun and O'Connor argued that First Lutheran Church was no different and criticized the majority for entertaining the damages issue prematurely. "Especially in the takings context, where the [facts alleged to be a taking] are so significant [to the outcome], the economic drain of litigation on public resources is 'too great to permit cases to go forward wihout a more substantial indication that a constitutional violation may have occurred.' Pace Resources, Inc. v. Shrewsbury Township, 482 U.S. ____ (1987)." First Lutheran Church, Slip op., dissent at 4.

5/ 260 U.S. 393 (1922)

6/ See, e.g., Mugler v. Kansas, supra n. 4, at 657: "The power which the States have of prohibiting such use by individuals of their property as will be prejudicial to the health, the morals, or the safety of the public, is not -- and, consistently with the existence and safety of organized society, cannot be -- burdened with the condition that the State must compensate such individual owners for pecuniary losses they may sustain, by reason of their not being permitted, by a noxious use of their property, to inflict injury upon the community." In other words, since one does not have a right to inflict harm, there is no right to be taken.

7/ "Government could hardly go on," Holmes wrote, "if to some extent values incident to property could not be diminished without paying for every such change in the general law ... But obviously the implied limitation must have its limits or the [Just Compensation Clause is] gone. One fact for consideration in determining such limits is the extent of the diminution. When it reaches a certain magnitude, in most if not all cases there must be an exercise of eminent domain and compensation to sustain the act." 260 U.S., at 413.

Until Pennsylvania Coal, the Just Compensation Clause had been interpreted by the courts to apply only to the actual, physical taking of private property accomplished by the intentional exercise of government's power of eminent domain or by inverse condemnation. See, e.g., Pumpelly v. Green Bay Co., 80 U.S. 166 (1871)(compensation required where government dam flooded land) On the other hand, the exercise of government's police power was considered to be limited only by concerns for fair procedures and equal treatment of all citizens. Cf., Mugler v. Kansas, supra n. 4, (no compensation required for saloon closed by prohibition). Holmes' opinion in Pennsylvania Coal blurred this distinction, resting on the proposition that the difference in the effect on property was a matter of degree more than of kind.

8/ "The determination that governmental action constitutes a taking is, essence, a determination that the public at large, rather than a single owner, must bear the burden of an exercise of state power in the public interest,' and we recognize that this question 'necessarily requires a weighing of private and public interests.'" [Citation omitted.] Keystone Bituminous Coal Assn. v. DeBenedictis, 480 U.S. ____, 94 L. Ed.2d 472, 493 (1987).

9/ A leading early 20th Century constitutional scholar suggested "that the state takes property by eminent domain because it is useful to the public, and under the police power because it is harmful ... the former recognizes a right of compensation, while the latter on principle does not." Freund, THE POLICE POWER at 546 (1904); and cf., Pennsylvania Coal, supra n. 5, with Keystone Bituminous, supra n. 8.

10/ See, Pennsylvania Coal, supra n. 5, at 413.

11/ A regulation is a taking if it "does not substantially advance legitimate state interests ... or denies an owner economically viable use of his land." Agins v. Tiburon, supra n. 4, at 260; Keystone Bituminous, supra n. 8; and see, Penn Central Transportation Co. v. City of New York, 438 U.S. 104, 130 (1978): "[D]ecisions sustaining other land use regulations which ... are reasonably related to the promotion of the general welfare, uniformly reject the proposition that diminution of property value, standing alone, can establish a 'taking.'" [Footnote omitted.]; cf., "Although a comparison of values before and after [regulation] is relevant ... it is by no means conclusive[.]" Goldblatt v. Hempstead, supra n. 4, at 594.

12/ See, e.g., Keystone Bituminous, supra n. 8 (environmental protection and land conservation as public purposes); Agins v. Tiburon, supra n. 4 (open space preservation); Penn Central Transportation, supra (historic preservation). Cases addressing farmland protection are discussed infra in text accompanying n. 27-31.

13/ See, e.g., Euclid v. Ambler Realty Co,. 272 U.S. 365 (1926). In this, the first Supreme Court case to uphold zoning, the property suffered a 75 percent reduction in value as a result of regulation. See also, cases collected in Bosselman, et al., THE TAKING ISSUE (1973); and see, farmland cases discussed infra.

14/ This is reflected in Chief Justice Rehnquist's majority opinion in First Lutheran Church: "We ... hold that where the government's activities have already worked a taking of all use of property[.] ... Here we must assume that the Los Angeles County ordinances have denied appellant all use of its property

Moreover, in determining whether a landowner has been denied all use of his property or retains some "reasonable economic use," the courts typically look at his entire property, not physical or conceptual pieces. "Taking jurisprudence does not divide a single parcel into discrete segments and attempt to determine whether rights in a portion or segment have been entirely abrogated." Penn Central Transportation, supra n. 11, at 130 (regulation alleged to have taken "air rights" upheld); "[T]he destruction of one 'strand' of the bundle [of property rights] is not a taking because the aggregate must be viewed in its entirety." Andrus v. Allard, 444 U.S. 51 (1979); cf., "Many zoning ordinances place limits on the property owner's right to make a profitable use of some segments of his property. [I]f courts did not look at a landowner's entire interest in property, a] requirement that a specified percentage of the lot on which it is located could be characterized as a taking of the vacant area[.]" Keystone Bituminous, supra n. 8, at 496.

15/ Government actually has a third choice: amending or modifying the regulation that was held to work a taking. See, First Lutheran Church, infra n. 22.

16/ "Nothing we say [in First Lutheran Church] is intended to abrogate the principle that the decision to exercise the power of eminent domain is a legislative function ... Hawaii Housing Authority v. Midkiff, 467 U.S. 229, 240 (1984), quoting Berman v. Parker, 348 U.S. 26, 33 (1954).... [W]e do not ... permit a court, at the behest of a private person, to require the ... Government to exercise the power of eminent domain ...." Slip op. at 15.

17/ Slip op. at 15 (Emphasis supplied); but see the dissenting opinion, which is critical of the majority for failing to make a distinction: "Why should there be a constitutional distinction between a permanent restriction that only reduces the econmic value of the property by a fraction -- perhaps one-third -- and a restriction that merely postpones the development of a property for a fraction of its useful life -- presumably far less than a third?" Slip op., dissent at 11.

18/ There is understandable confusion on this point because, coincidentally, the Los Angeles floodplain ordinance at issue in the case was an emergency, temporary regulation. However, since temporary measures would by definition deny the landowner some, but not all use of his property, they would not ordinarily be deemed a taking at all. This is not to say that no temporary regulation could ever amount to a taking. If a temporary regulation does not advance a legitimate government interest, or so severely limits land uses for such a long period of time as to be tantamount to a permanent restriction, it too could run afoul of the Just Compensation Clause.

19/ "We ... do not deal with the quite different questions that would arise in the case of normal delays in obtaining building permits, changes in zoning ordinances, variances, and the like which are not before us." Slip op. at 16.

20/ "Invalidation of the ordinance ..., though converting the taking into a 'temporary' one, is not a sufficient remedy to meet the demands of the Just Compensation Clause." Slip op. at 14. (Emphasis supplied.)

21/ "[D]epreciation in value of the property by reason of preliminary activity [e.g., steps short of permit denial] is not chargeable to the government." Slip op. at 15, citing Agins v. Tiburon, supra n. 4, at 263 n. 9; cf., "[A] claim that the application of government regulations effects a taking of a property interest is not ripe until the government entity charged with implementing the regulations has reached a final decision regarding the application of the regulations to the property at issue." Williamson Co. Reg. Plan. Comm. v. Hamilton Bank, 473 U.S. 172, 186 (1985)(developer had not availed itself of available variance procedure); "[The] economic impact of the challenged action ... simply cannot be evaluated until the adminstrative agency has arrived at a final, definitive position regarding how it will apply the regulations at issue to the particular land

in question." Id., at 191; and cf., "Only when a permit is denied and the effect is to prevent 'economically viable' use of the land in question can it be said that a taking has occurred." U.S. v. Riverside Bayview Homes, Inc., ____ U.S. ____, 106 S.Ct. 455, 459 (1985); and see, Hodel v. Virginia Surface Mining & Reclamation Assn., Inc., 452 U.S. 264 (1981).

In view of this line of precedent, and the lack of any explicit holding to the contrary in the majority opinion in First Lutheran Church, the dissent in First Lutheran Church appears to misread the majority opinion when it states that "the Court boldly announces that ... a property owner ... is entitled to damages for the period of time between [the] enactment [of a regulation] and its invalidation." Slip op., dissent at 11.

22/ In so ruling, the Court put to rest fears that landowners could plunder the public treasury by insisting that government condemn their property. "[T]he landowner has no right under the Just Compensation Clause to insist that a 'temporary' taking be deemed a permanent taking." Slip op. at 12. "Once a court determines that a taking has occurred, the government retains the whole range of options already available -- amendment of the regulation, withdrawal of the invalidated regulation, or exercise of eminent domain...." Id., at 15; and see, n. 16, supra.

23/ Slip op. at 16, 14.

24/ Id., at 13.

25/ Id. at 14, quoting U.S. v. Causby, 328 U.S., at 261 (1946). The "owner's loss" approach suggests that, in many cases, damages for a temporary taking may be entirely theoretical because the value of the property at issue is likely to have increased, rather than decreased, during the temporary taking period. Perhaps government regulatory schemes should require landowners to produce evidence of loss of property value in proceedings seeking variances, changes in zoning, etc. This would better enable government regulators to determine, in the first instance, whether a taking may result from their action, and thus to weigh the risk of going ahead with regulation. By simplifying the matter of proof of damages for a reviewing court, it could also shorten any later judicial challenge and, hence, the period during which the temporary damages clock would run. See, e.g., D.C. Code 5-1004(g) (1979)(historic preservation ordinance which adopts this approach).

26/ As the dissent in First Lutheran Church notes, Slip op., dissent at 10, all the cases cited by the majority as analogous to temporary takings, dealt with actual physical appropriations of property. (See, Slip op. at 12-13.) In such cases, the landowner typically has made an investment to improve the property, and the economic loss of its use can readily be calculated on that basis. However, in the context of temporary regulatory takings, the property is usually unimproved and the extent to which the Constitution compels government to permit its improve-

ment is unclear. (Recall that there are no hard and fast rules for determining how far regulation may go before it is a taking.) How then can one put a "fair value" on the denial of its use?

27/ Joyce v. City of Portland, 24 Or. App. 689, 546 P.2d 1100 (1976); Gold Run, Ltd. v. Bd. of Co. Comm'rs, 38 Colo. App. 44, 554 P.2d 317 (1976); Eck v. City of Bismarck, ___ N.D. ___, 302 N.W.2d 739 (1981). In such cases, the legitimacy of the regulation's public purpose is usually established by the fact that agricultural zoning is based on a general land use plan that itself is based on a careful examination of soils.

28/ Wilson v. County of McHenry, 72 Ill. App. 3d 997, 416 N.E.2d 426 (1981)(160 acre minimum lot); Gisler v. Madera, 112 Cal. Reptr. 919, 38 Cal. App. 3d 303 (1974)(18-acre minimum); and see, Pace Resources, Inc. v. Shrewsbury Twp., 808 F.2d 1023 (3d Cir. 1987)(50-acre sliding scale agricultural zoning), petition for cert. filed ___ U.S. ____ (1987); Codorus Twp. v. Rodgers, 492 A.2d 73 (Pa. Cmwlth 1985)(50-acre sliding scale agricultural zoning); Delucchi v. County of Santa Cruz, 225 Cal. Reptr. 43, 179 Cal. App. 3d 814 (1986)(zoning restricting building to 10-acre maximum density on agricultural land did not raise "even a colorable claim of a taking"), cert. den'd, 107 S.Ct. 46 (1986).

29/ See, Pace Resources, Inc. v. Shrewsbury Twp., supra n. 28 (no taking where property declined 89% in value from $495,000 to $52,000 as result of 50-acre sliding scale zoning); Wilson v. County of McHenry, supra n. 28 (no taking where property declined 80% in value from $20,000 per acre for residential use to $4,000 per acre for agricultural use); and see, Pinheiro v. County of Marin, 131 Cal. Reptr. 633, 60 Cal. App. 3d 323 (1976)(no taking where open space zoning reduced land value 78% from $960,000 to $210,000).

30/ Wilson v. County of McHenry, supra n. 28 (agricultural zoning of prime soils upheld); but see, Smeja v. County of Boone, 34 Ill. App. 3d 628, 339 N.E. 2d 452 (1975)(striking down agricultural zoning of farmland consisting entirely of "submarginal" soils); and see, Eck v. City of Bismarck, supra n. 27 (agricultural zoning upheld where poor management rather than poor soils were responsible for failure of farming operation).

31/ Wilson v. County of McHenry, supra n. 28 (160-acre minimum lot zoning of 76-acre parcel upheld).

32/ Officials should be aware that there are other grounds on which land use regulations may be challenged, e.g. procedural and substantive due process, equal protection (discrimination), ultra vires (beyond enabling authority), etc. These too must be considered in developing farmland protection regulations.

The American Farmland Trust (AFT) is a private nonprofit organization committed to promoting the conservation of agricultural land resources and the economic conditions conducive to their productive and sustainable use.

AFT is supported entirely by contributions from foundations, businesses and its 40,000 members nationwide.

For more information write: American Farmland Trust, 1920 N Street, N.W., Suite 400, Washington, DC 20036.

9-3-91
B-3

Final Draft Management Plan for General and Special Management Areas

Columbia River Gorge
National Scenic Area

Columbia River Gorge Commission
USDA Forest Service

July 1991

Columbia River Gorge National Scenic Area

Final Draft Management Plan for General and Special Management Areas

July 1991

Columbia River Gorge Commission
P.O. Box 730
White Salmon, WA 98672
(509) 493-3323

USDA Forest Service
902 Wasco Ave., Suite 200
Hood River, OR 97031
(503) 386-2333

Columbia River Gorge Commission
288 E. Jewett Blvd.
P.O. Box 730
White Salmon, WA 98672
(509) 493-3323

USDA Forest Service
Columbia River Gorge National Scenic Area
902 Wasco Ave., Suite 200
Hood River, OR 97031
(503) 386-2333

July 12, 1991

To Interested Parties:

Enclosed is the "Final Draft Management Plan for General and Special Management Areas" for the Columbia River Gorge National Scenic Area. It is provided for your review and comment.

This document reflects the revisions that the Columbia River Gorge Commission and USDA Forest Service have made to their separate preliminary draft plans published in late 1990. Both sets of plans were revised according to input from the public, organizations, tribal governments, and local, state and federal agencies. The two plans have been combined for this document.

The Gorge Commission and Forest Service encourage written comment on this Final Draft Plan. The deadline for submitting comments is Sept. 24, 1991. Written comments, for both General and Special Management Areas, should be submitted to:

Columbia River Gorge Commission
P.O. Box 730
White Salmon, WA 98672

In addition, informational workshops and public hearings have been scheduled to review and comment on the plan. A hearing for invited testimony from governmental entities is also scheduled. Meetings will be:

July 30	4:00-9:00 p.m.	Information Open House Corbett Middle School, Crown Point Highway, Corbett, Ore.
Aug. 1	4:00-9:00 p.m.	Information Open House Wind River Middle School, Hot Springs Avenue, Carson, Wash.
Aug. 8	4:00-9:00 p.m.	Information Open House Medical Center Office Plaza, 1810 E. 19th St., The Dalles, Ore.
Sept. 10	1:00-9:00 p.m.	Public Hearing Medical Center Office Plaza, 1810 E. 19th St., The Dalles, Ore.
Sept. 12	1:00-9:00 p.m.	Public Hearing Clark Public Utilities, 89 'C' St., Washougal, Wash.
Sept. 18	9:00 a.m. - 6:00 p.m.	Invited Testimony Waucoma Center, 902 Wasco Ave., Hood River, Ore.

We appreciate your continuing interest in the Management Plan for the National Scenic Area. If you have questions, please contact the planning staff for the Gorge Commission at (509) 493-3323, or the Forest Service at (503) 386-2333.

Sincerely,

Stafford Hansell
Chair, Columbia River Gorge Commission

Art Carroll
Manager, National Scenic Area

Table of Contents

Introduction . . . . . **Page i**

Part I: Land Use Designations

Introduction . . . . . Page I-1
Chapter 1: Agricultural Land . . . . . Page I-5
Chapter 2: Forest Land . . . . . Page I-25
Chapter 3: Open Space . . . . . Page I-47
Chapter 4: Residential Land . . . . . Page I-59
Chapter 5: Commercial Land . . . . . Page I-69
Chapter 6: Recreation Designations . . . . . Page I-75
Chapter 7: General Policies and Guidelines . . . . . Page I-87

Part II: Resource Protection and Enhancement

Chapter 1: Scenic Resources . . . . . Page II-1
Chapter 2: Cultural Resources . . . . . Page II-51
Chapter 3: Natural Resources . . . . . Page II-85
Chapter 4: Recreation Resources . . . . . Page II-151

Part III: Action Program

Chapter 1: Recreation Development Plan . . . . . Page III-1
Chapter 2: Economic Development . . . . . Page III-53
Chapter 3: Enhancement Strategies . . . . . Page III-67
Chapter 4: Interpretation and Education . . . . . Page III-77

Part IV: Administration

Chapter 1: Commission Role . . . . . Page IV-1
Chapter 2: Forest Service Role . . . . . Page IV-9
Chapter 3: Indian Tribal Treaty Rights and Consultation . Page IV-25
Chapter 4: Public Involvement . . . . . Page IV-29

Appendices

Glossary . . . . . Page V-1

Introduction

Introduction

When the Columbia River Gorge National Scenic Area was established in 1986, Congress had a vision of how the special qualities of this area could be protected, while traditional land uses -- ranching, farming, and forestry -- were pursued and growth funneled into existing cities and towns. Through the Columbia River Gorge National Scenic Area Act, Congress directed the U.S. Forest Service and the Columbia River Gorge Commission, a bi-state commission with representatives of the states and local counties, to make its vision a reality.

Congress passed an act with two purposes:

> *1. To establish a national scenic area to protect and provide for the enhancement of the scenic, cultural, recreational, and natural resources of the Columbia Rive Gorge; and*
>
> *2. To protect and support the economy of the Columbia River Gorge area by encouraging growth to occur in existing urban areas and by allowing future economic development in a manner that is consistent with paragraph 1.*

To achieve these purposes, Congress called for a management plan to treat the two-state, six-county area as a region. The Forest Service and the Gorge Commission were directed to prepare the plan and local Gorge counties will be asked to implement it through their land use ordinances.

To facilitate preparation of a plan to meet both purposes of the Act, Congress divided the Scenic Area into three categories of land:

- Thirteen urban areas -- North Bonneville, Stevenson, Carson, Home Valley, White Salmon, Bingen, Lyle, Dallesport, and Wishram, Wash. and Cascade Locks, Hood River, Mosier and The Dalles, Ore. These 28,500 acres are exempt from the management plan, but are eligible to receive federal funds authorized to implement it. They will be the focus of future growth and economic development.

- Special Management Area -- 114,600 acres of the region's most sensitive lands, concentrated in the western half of

Acres within the National Scenic Area

County	GMA Acres	*SMA Acres*	Urban Area Acres
Multnomah County	8,215	*31,150*	551
Hood River County	13,636	*20,910*	4,066
Wasco County	33,919	*4,894*	5,903
Total Oregon:	55,770	*56,954*	10,520
Clark County	6,596	*1,091*	0
Skamania County	34,953	*44,861*	7,537
Klickitat County	52,180	*11,723*	10,458
Total Washington:	93,729	*57,675*	17,995
Total National Scenic Area:	**149,499**	***114,629***	**28,515**

the scenic area. The Forest Service, an agency with deep roots in the region, was directed to prepare a management plan for the SMA. It was also given authority to purchase lands, or interests in lands, in the SMA, and the opportunity to exchange SMA timberland for land outside the area. In some instances the SMA lands were to be managed more stringently that GMA. For instance, land divisions are prohibited, new homes are not allowed on parcels less than 40-acres in size, and forest practices are regulated for scenic, cultural, natural and recreational concerns.

- General Management Area -- 149,500 acres remain. The Columbia River Gorge Commission was authorized to plan for these lands, which blanket most of the eastern Gorge. These lands are predominantly devoted to traditional resource uses, yet contain scattered areas of existing residential development.

This document is the final draft Management Plan prepared by the Gorge Commission and Forest Service. It supersedes earlier drafts distributed separately by the two agencies in late 1990. It is the culmination of four and a half years of working in partnership to identify important Gorge resources, analyze where new land uses should be allowed, and plan for the protection and enhancement of the collage of resources which comprise this spectacular region.

The document is divided into five parts:

Part I - Land Use Designations. This section presents the land uses and activities that are authorized in various areas of the Gorge. Goals, policies and guidelines were released separately for the GMA and SMA with earlier draft plans; they have been refined following extensive public, agency, and -- for the GMA -- Gorge Commission review. In this document they are presented together for the first time.

Chapters are organized so that material which applies to the GMA is presented first. It is followed by SMA material. In some cases GMA and SMA goals, policies and guidelines have been combined and are so noted in the text.

Part II - Resource Protection and Enhancement. This section describes measures to ensure that new development and land uses will not adversely affect scenic, cultural, natural and recreation resources. The chapters begin with the premise that to make good land use decisions, evaluations of the type and significance of resources on a given site will be required at times. If important resources exist, the goal will be to site or design new development to avoid impacting them, and if this cannot be done, to prohibit the development.

As with the previous section, GMA material precedes SMA material.

Part III - Action Program. An exciting element of the management plan is the direction it provides to create new opportunities to enjoy the Scenic Area. This section describes a Recreation Development Plan for new and enhanced recreation facilities, other resource enhancement programs, and a strategy for interpretation and education. It also describes how the management plan fulfills the second purpose of the Scenic Area Act, protecting and supporting the local economy by encouraging growth in Urban Areas and protecting the resource land base.

Part IV - Administration. This section describes how the Gorge Commission and Forest Service will operate after adoption of a management plan, and presents goals and policies for tribal consultation and Indian treaty rights and ongoing public involvement.

An **Appendix**, with a glossary of definitions which apply to both GMA and SMA, follows.

Four maps also comprise this document:

1. **Land Use Designations** - This map, one of three inserted before the first page, shows designations applied to lands throughout the Scenic Area, depending upon their suitability for future uses. Preliminary land use designations were released in October 1989 and subsequently refined and included with preliminary draft management plans released by the Forest Service and Gorge Commission in late 1990. The designations have been updated in response to agency and public review. They will continue to be adjusted in the GMA as Gorge Commission staff work with county planners.

   For more information on land use designations, please see Part I of this plan.

2. A **Recreation Intensity Class** map is also included. Preliminary maps were released in October 1989 and included with earlier draft management plans. The map has been updated for this final draft. The map divides the region into four classes of recreation lands, based upon their suitability for various levels of recreation use and development. For more information on recreation intensity classes, please see Part II, Chapter 4 of this plan.

3. The **Recreation Development Plan** map shows opportunities for recreation proposals and trails identified by the two agencies. The map will help guide recreation providers in the Scenic Area, including state parks agencies and the Forest Service. It is bound into this draft plan and described in Part III, Chapter 4.

4. **Landscape Settings** have also been mapped. They will help govern how future development takes place to ensure that the kaleidoscope of Gorge landscape types -- coniferous woodlands, villages, grasslands, etc. -- are perpetuated and enhanced to maintain the diversity of the Scenic Area landscape. Landscape settings for the SMA were distributed with the Forest Service's draft plan in October 1990; they are included in this plan for the first time for the GMA.

Public Review

Intense public involvement has marked the Scenic Area planning process. From the county Planners Advisory Committee to Key Community Contacts throughout the Scenic Area, from the Tribal Consultation Council to resource specialists, many advisors have helped shape this draft. When earlier draft plans were up for review, the Forest Service and Gorge Commission received about 1,200 written comments between them; another 250 people testified about the plan at four Gorge Commission hearings.

A 75-day public comment period, ending September 24, follows release of this draft plan. To be considered by the two agencies as they make final changes to this document, please send written comment by September 24 to:

Columbia River Gorge Commission
P.O. Box 730
White Salmon, WA 98672.

During the comment period there will be several opportunities to learn about the plan and comment on it. Dates to remember are:

- **July 30** - Information workshop and open house to review major changes incorporated in this draft plan, 4:00 - 9:00 p.m., Corbett Middle School commons, Crown Point Highway, Corbett, Ore.

- **August 1** - Information workshop and open house, 4:00 - 9:00 p.m., Wind River Middle School auditorium, Hot Springs Avenue, Carson, Wash.

- **August 8** - Information workshop and open house, 4:00-9:00 p.m., Medical Center Office Plaza conference room, 1810 E. 19th St., The Dalles, Ore.

- **September 10** - Public hearing for general public comment on the plan, 1:00 - 9:00 p.m., Medical Center Office Plaza conference room, 1810 E. 19th St., The Dalles, Ore.

- **September 12** - Public hearing for general public comment on the plan, 1:00 - 9:00 p.m., Clark Public Utilities auditorium, 89 'C' St., Washougal, Wash.

- **September 18** - Public hearing for invited testimony from government agencies and tribal governments, 9:00

a.m. - 6:00 p.m., Waucoma Center auditorium, 902 Wasco Ave., Hood River, Ore.

- **September 24** - Written comment period ends; comments due at the Gorge Commission office by 5:00 p.m.

- **October 15** - Gorge Commission plans to meet to adopt a final draft plan, 9:00 a.m. - 6:00 p.m., Medical Center Office Plaza conference room, 1810 E. 19th St., The Dalles, Ore.

What next?

The Forest Service will make revisions to the SMA portion of this document and transmit the final guidelines to the Commission. The Gorge Commission will meet on October 15 to consider changes and adopt a final management plan. The Commission can only make adjustments to the GMA portion of the plan; it must accept without change what the Forest Service submits for SMA lands.

The adopted plan will include an introduction, including a brief history of the Scenic Area Act and greater detail about resources in the Gorge. The adopted plan will also describe the overall intended effect of the plan -- the vision for the future of the Gorge. Finally, the adopted plan will contain additional appendices, including inventory materials, a copy of the Act, and the economic development plans of the two states.

Gorge Commission approval is only the first step in finalizing a regional management protection strategy. The final management plan will be sent to the Secretary of Agriculture for concurrence, as required by the Scenic Area Act. With his concurrence, or if the Commission votes to override his non-concurrence, the plan will be presented to Gorge counties to put into practice through local ordinances. When a county has submitted ordinances the Commission approves for the GMA and the Secretary of Agriculture concurs with for the SMA, it is eligible to receive federal funds outlined in the Scenic Area Act:

- $10 million - Economic development grants and loans, to be evenly split by the two states

- $10 million - Recreation facilities

- $10 million - The Gorge Discovery Center, an interpretive center, in The Dalles, Ore. and Skamania Lodge, a conference center, in Stevenson, Wash.

- $2.8 million - Repair and reconstruction of Oregon's Historic Columbia River Highway

As the final plan is put into place and resources receive the protection it mandates, as new development is pursued in suitable areas and federal funds to enhance the area begin to flow, Congress' vision will have truly become a reality.

Part I:

Land Use Designations

Table of Contents

Introduction ..... Page I-1
Chapter 1: Agricultural Land
GMA ..... Page I-5
SMA ..... Page I-18
Chapter 2: Forest Land
GMA ..... Page I-25
SMA ..... Page I-39
Chapter 3: Open Space
GMA ..... Page I-47
SMA ..... Page I-55
Chapter 4: Residential Land
GMA ..... Page I-59
SMA ..... Page I-66
Chapter 5: Commercial Land
GMA ..... Page I-69
SMA ..... Page I-73
Chapter 6: Recreation Designations
GMA ..... Page I-75
SMA ..... Page I-83
Chapter 7: General Policies and Guidelines ..... Page I-87

Introduction

In the National Scenic Area Act, Congress gave the Gorge Commission and Forest Service specific guidance about the results a regional management plan should achieve in the Scenic Area. It also spelled out a three-step process for creating a plan:

- **Studies and Inventories.** The Commission and Forest Service were charged to inventory and study the resources of the Scenic Area. From important scenic viewpoints, to sensitive cultural resource sites, from rare plants to economic strengths and weaknesses, Congress wanted information about what exists in the region to be the basis for later planning decisions. Most of these studies were completed in fall 1988 and reviewed at public workshops.

- **Land Use Designations.** Congress next directed that lands within the Scenic Area be given a designation, depending on their existing use and suitability for future use. It specified that the designations:

  1. Be based on the results of the resource inventory...;

  2. Designate those lands used or suitable for the production of crops, fruits or other agricultural products or the sustenance of livestock as agricultural lands;

  3. Designate lands used or suitable for the production of forest products as forest lands;

  4. Designate lands suitable for the protection and enhancement of open spaces...("Open space" means unimproved lands not designated as agricultural lands or forest lands... and include scenic, cultural and historic areas; fish and wildlife habitat; lands which support plant species that are endemic to the scenic area or which are listed as rare, threatened or endangered species pursuant to State or Federal Endangered Species Acts; ecologically and scientifically significant natural areas; outstanding scenic views and sites; water areas and wetlands; archaeological sites, Indian burial grounds and village sites, historic trails and roads and other areas which are culturally or historically significant; potential and existing recreation resources; and Federal and State wild, scenic and recreation waterways);

  5. Designate areas in the scenic area outside special management areas used or suitable for commercial development: provided, that such designation shall encourage, but not require commercial

development to take place in urban areas and shall take into account the physical characteristics of the areas in question and their geographic proximity to transportation, commercial, and industrial facilities and other amenities;

6. Designate areas used or suitable for residential development, taking into account the physical characteristics of the areas in question and their geographic proximity to transportation and commercial facilities and other amenities; and

7. Incorporate without change the designation of Urban Areas established in ... this Act.

Following Congress' direction, the Commission and Forest Service prepared preliminary land use designations and presented them for public review in October 1989. They have been adjusted several times since, as they were scrutinized by resource specialists, county planners, and other experts.

Draft land use designations for the GMA and SMA, and their acreages, are listed in Table 1-1, on page I-3.

The Gorge Commission and Forest Service developed another tool to help identify lands suitable for new uses: Recreation Intensity Classes. They divide the entire Scenic Area into four classes of land depending upon their suitability for recreation development. The majority of the Scenic Area is designated Class I (very low intensity) and Class 2 (low intensity) recreation. Recreation classes are listed in Table 1-2, on page I-3.

- **Standards for the Management Plan.** The final step, according to Congress' schedule, was to combine the inventories, land use designations, and standards governing allowable uses in each land use designation into a management plan. Congress directed that the standards:

  1. Protect and enhance agricultural lands for agricultural uses and to allow, but not require, conversion of agricultural lands to open space, recreation development or forest lands;

  2. Protect and enhance forest lands for forest uses and to allow, but not require, conversion of forest lands to agricultural lands, recreation development, or open spaces;

  3. Protect and enhance open spaces;

  4. Protect and enhance public and private recreation resources and educational and interpretive facilities and opportunities, in accordance with the recreation assessment;

Table 1-1: Land Use Designations

	GMA	SMA
Agriculture	**68,257 acres**	**7,404 acres**
GMA: A-1 Large-scale agriculture	58,108 acres	
A-2 Small-scale agriculture	6,924 acres	
Agriculture - Special	3,225 acres	
SMA: Agriculture		7,404 acres
Forest	**30,466 acres**	**34,347 acres**
GMA: F-1 Commercial forest land	21,387 acres	
F-2 Large woodland	2,890 acres	
F-3 Small woodland	6,189 acres	
SMA: Non-Federal forest		26,133 acres
Federal forest		8,214 acres
Open Space	**5,710 acres**	**70,857 acres**
Open space	5,710 acres	70,857 acres
Residential	**6,771 acres**	**60 acres**
GMA: 1-acre minimum lot size	190 acres	
2-acre minimum lot size	814 acres	
5-acre minimum lot size	2,721 acres	
10-acre minimum lot size	3,046 acres	
SMA: Residential		60 acres
Recreation	**872 acres**	**1,486 acres**
Public recreation	731 acres	1,486 acres
GMA: Commercial recreation	141 acres	
Commercial	**195 acres**	**0 acres**
GMA: Rural center	171 acres	
Commercial	24 acres	
Water	**34,236 acres**	**0 acres**
GMA: Columbia River	33,822 acres	
Other	414 acres	
BIA land (exempt)	**2,992 acres**	**475 acres**
Total	**149,499 acres**	**114,629 acres**

Table 1-2: Recreation Intensity Classes

	GMA	SMA
Class 1 (very low-intensity)	68,953 acres	90,106 acres
Class 2 (low-intensity)	31,664 acres	18,867 acres
Class 3 (moderate-intensity)	10,156 acres	3,685 acres
Class 4 (high-intensity)	1,912 acres	1,496 acres
BIA land (exempt)	2,992 acres	475 acres
Columbia River	33,822 acres	n.a.
Total	**149,499 acres**	**114,629 acres**

5. Prohibit major development actions in special management areas, except for partitions or short plats which the Secretary (of Agriculture) determines are desirable to facilitate land acquisitions pursuant to this Act. ("Major development actions" are: subdivisions, partitions and short plat proposals; multifamily residential, industrial or commercial facilities, except such facilities as are included in the recreation as-sessment; the exploration, development and production of mineral resources, unless such exploration, development or production can be conducted without disturbing the surface of any land within the boundaries of a special management area or is for sand, gravel and crushed rock used for the construction, maintenance or reconstruction of roads within the special management area used for the production of forest products; any residence or other related structure on any parcel of land less than forty acres in size)

6. Prohibit industrial development in the scenic area outside urban areas;

7. Require that commercial development outside urban areas take place without adversely affecting the scenic, cultural, recreation, or natural resources of the scenic area;

8. Require that residential development outside urban areas take place without adversely affecting the scenic, cultural, recreation, and natural resources of the scenic area; and

9. Require that the exploration, development and production of mineral resources, and the reclamation of lands thereafter, take place without adversely affecting the scenic, cultural, recreation and natural resources of the scenic area.

Standards for each land use designation, the heart of the regulatory aspect of the Gorge Commission and Forest Service work, are included in the chapters in this part of the plan.

Chapter 1

Agricultural Land

Agricultural Land

Designation	GMA Acres	*SMA Acres*
A-1 Large-scale agriculture	58,108	n.a.
A-2 Small-scale agriculture	6,924	n.a.
Agriculture--Special	3,225	n.a.
Agriculture	n.a.	*7,404*
Total	**68,257**	***7,404***

General Management Area

The Scenic Area Act directs the Commission to

> *"Protect and enhance agricultural lands for agricultural uses and allow, but not require conversion of agricultural lands to open space, recreation development or forest land."*

The Act defines agricultural lands to be those lands

> *"used or suitable for the production of crops, fruits or other agricultural products, or the sustenance of livestock."*

GMA Goal

Protect and enhance agricultural land for agricultural uses. Agricultural lands are those lands which are used for or suitable for agricultural use.

GMA Policies

Designation Policies

1. Designate as Agriculture those lands which are currently being used to produce crops, fruits, or other agricultural products or for the sustenance of livestock.

2. Designate as Agriculture those lands which are classified as predominantly Class I-IV soils or designated unique farmland by the USDA Soil Conservation Service or local conservation district.

3. Designate as Agriculture those lands which are suitable for producing forage for livestock including seasonal rangeland and areas utilized for calving.

4. Designate as Agriculture those lands which are interspersed among lands suitable or used for agriculture in order to protect agricultural lands from conflicting uses.

5. Designate as Agriculture those lands suitable for both agriculture and forestry if the surrounding area is generally devoted to agriculture.

6. Blocks of land which have been committed by development to other uses shall not be deemed used for or suitable for agriculture.

7. Recognize the diversity of agricultural operations in the Scenic Area by distinguishing between large-scale and small-scale agriculture.

    a. Designate as Agriculture 1 Large Scale (A-1), those blocks of agricultural land which:

        (1) Are currently devoted to agriculture of a scale that is land intensive, employs workers or provides significant products for markets or processors, or

        (2) Have a combination of soil capability, size and freedom from conflicting use that renders them suitable for large-scale agriculture or farm-forestry.

    b. Designate as Agriculture 2 Small Scale (A-2), those blocks of agricultural land which:

        (1) Have little potential for consolidation with large-scale agricultural lands and are currently devoted to agriculture of a scale too small to support workers or provide a significant volume of products for markets or processors; and

        (2) Have a combination of soil capability and size that provides an opportunity for direct marketing or part-time/second income agriculture.

    c. Small blocks of land which may by themselves be deemed A-2, but the residential development of which

would conflict with use adjacent A-1 or F-1 lands, shall be designated A-1. Small blocks adjacent to Urban Areas, Residential or Small Woodland (F-3) designations or which are physically buffered by natural or man-made barriers from adjacent A-1 and F-1 designations may be considered for an A-2 designation.

Land Use Policies

9. Allow conversion of agricultural land to forest land or open space.

10. Allow conversion of land from agriculture use to recreation when consistent with the guidelines established by the Recreation Intensity Classes and the Recreation Development Plan.

11. Protect agricultural land from conflicts by limiting the number, size, proximity and scale of conflicting uses on nearby lands.

12. Protect agricultural land from conversion to residential land by establishing minimum lot sizes for the creation of new parcels which are adequate to maintain existing agricultural operations and by specifying the land uses which may occur and the conditions of approval.

13. Establish minimum lot sizes for the creation of new lots/parcels in order to protect agricultural land from conversion to residential use. Establish sizes which are adequate to maintain agricultural operations and that:

    a. Recognize the diversity of type and scale of farms and ranches in the Scenic Area; and

    b. Are large enough to ensure efficient agricultural management and to discourage speculative real estate investment; and

    c. Take into account the common field size for crops or livestock, adjacent uses, parcel sizes in the area, common size or economic unit for farms and ranches in the area, the existing landscape setting, wildlife habitat, scenic sensitivity and other factors.

14. Minimum lot/parcel sizes:

a. Agriculture 1 (A-1)

(1) A forty (40) acre minimum will be applied to those areas designated A-1 which are predominantly used for intensive farm operations including the production of row crops, berries, vineyards, irrigated orchard land and nursery stock. Farm/forestry operations are common.

(2) A sixty (60) acre minimum will be applied to those areas designated A-1 which are predominantly used for non-irrigated orchard land. Dryland orchards require greater acreage to obtain similar production to irrigated orchards.

(3) An eighty (80) acre minimum will be applied to those areas designated A-1 which are predominantly used for haying and pasturing. Production of crops may also occur in the area. Farm/forestry operations are common.

(4) A one hundred-sixty (160) acre minimum will be applied to those areas designated A-1 which are predominantly used for extensive operations, primarily livestock grazing. Livestock and wheat ranches are common.

(5) Where a larger minimum lot/parcel size is required by the Management Plan to protect a resource other than agricultural land, the larger minimum size shall apply.

b. A minimum lot/parcel size for lands designated Agriculture 2 (A-2) will be established using the criteria prescribed in Policy 12. In no case shall the minimum lot/parcel size be less than twenty (20) acres.

15. Local governments may allow creation of lots or parcels smaller than designated minimum lot/parcel size in the A-2 designation, and award a density bonus, in order to cluster new residences to protect scenic, cultural, natural or recreation resources.

16. Allow agricultural use, as defined, in areas designated Agriculture.

17. Allow agricultural buildings in areas designated Agriculture if they are shown to be accessory to farm use.

18. Allow single-family dwellings in areas designated Agriculture 1 when:

    a. A farm dwelling is shown to be in conjunction with and substantially contributes to the effective and efficient current farm use of a farm or ranch, or

    b. A non-farm dwelling is shown not to convert land from agricultural use and not to interfere or conflict with agriculture on nearby lands.

19. All legally created, undeveloped lots and parcels in an Agriculture 2 designation are entitled to one (1) single-family dwelling. The location of a second dwelling unit, except in the case of a qualified temporary hardship dwelling, on a lot or parcel is not permitted.

20. Specified nonagricultural uses, such as buildings accessory to an existing residence, may be allowed subject to review to minimize the loss of agricultural land and to prevent interference with agricultural uses. Non-agricultural uses which would interfere with agricultural operations shall not be allowed.

21. Enhance agriculture by allowing processing and packing of agricultural products and uses which offer direct marking opportunities, subject to review to minimize the loss of agricultural land and to limit the size and scale of use.

22. Enhance agriculture in areas designated Agriculture 1 by encouraging the consolidation of small, inefficient tracts into larger, more efficient ownerships.

23. Support programs that provide tax incentives for continued agricultural use and enhance the competitive capabilities of farms and ranches, thereby encouraging the long-term enhancement, preservation and expansion of agricultural lands. Support programs that encourage agricultural practices that preserve other natural resources.

GMA Guidelines

Activities Allowed Outright

The following activities shall be allowed in areas designated Agriculture without review:

1. Agricultural use, as defined, except new cultivation.

2. Forest use and practices, as defined, which do not conflict with conditions of approval for other permitted developments.

3. Maintenance, repair or operation of existing roads, railroads, and utility facilities.

4. Buildings less than sixty (60) square feet in floor area and not exceeding eighteen (18) feet in height measured at the roof peak, which are accessory to a dwelling.

Review Uses

1. The following uses may be allowed in areas designated Agriculture subject to review for compliance with guidelines prescribed for the protection of scenic, cultural, natural and recreation resources:

   a. New cultivation - Any operation that would cultivate land that has not been cultivated, or has lain idle for more than five (5) years shall be considered new cultivation and shall require review under Part II, Chapters 2 and 3.

   b. Agricultural buildings in conjunction with agricultural use.

   c. Buildings greater than sixty (60) square feet in area and/or eighteen (18) feet in height as measured at the roof peak which are accessory to a dwelling.

   d. The temporary use of a mobile home in the case of a family hardship, subject to the standards for hardship dwellings prescribed in Part I, Chapter 7.

   e. In areas designated A-1, a single-family dwelling in conjunction with agricultural use, as defined, upon a demonstration that:

(1) There are no other dwellings on the subject farm or ranch, including all of its constituent lots/parcels, contiguous or otherwise, which are vacant or currently occupied by persons not directly engaged in farming or working on the subject farm or ranch and which could be used as the principal agricultural dwelling;

(2) The farm or ranch upon which the dwelling will be located is currently devoted to agricultural use, as defined, where the day-to-day activities of one or more residents of the agricultural dwelling will be principally directed to the agricultural use of the land; and

(3) The operation is a commercial agricultural enterprise as determined by an evaluation of the following factors:

(a) Size of the entire unit, including all land in the same ownership;

(b) Type(s) of operation (crops, livestock) and acreage;

(c) Operational requirements for the particular agricultural activity common to area agricultural operations; and

(d) The farm or ranch, and all its constituent parcels, is capable of producing at least $40,000 in gross annual income. This determination can be made using the following formula:

Average Yield Per Acre x Average Commodity/ Unit Price x Total Acres = Income Capability

f. In areas designated A-2, one (1) single-family dwelling on any legally existing lot or parcel.

g. In areas designated A-1, a single-family dwelling for an agricultural operator's relative provided that:

(1) The dwelling would be occupied by a relative of the agricultural operator or of the agricultural operator's spouse who will be actively engaged in

the management of the farm or ranch. Relative means grandparent, grandchild, parent, child, brother or sister of the agricultural operator;

(2) The dwelling would be located on the same lot or parcel as the dwelling of the principal operator; and

(3) The operation is a commercial enterprise as determined using factors described in Review Uses, Section 1e (page I-6).

h. Construction or reconstruction of roads or modifications not in conjunction with agriculture.

i. Uses to conserve soil, air and water quality and to provide for wildlife and fisheries resources.

j. Structures associated with hunting and fishing operations.

k. Towers and fire stations for forest fire protection.

l. Agricultural labor housing upon a showing that:

(1) The proposed housing is necessary and accessory to a current agricultural use;

(2) The housing shall be seasonal unless it is shown that an additional full-time dwelling is necessary to the current agricultural use of the subject farm or ranch unit. Seasonal use shall not exceed nine (9) months.

(3) The housing will be located to minimize the conversion of lands capable of production of farm crops or livestock and will not force a significant change in or significantly increase the cost of accepted agricultural practices employed on nearby lands devoted to agricultural use.

m. In areas designated Agriculture 1, on a lot/parcel which was legally created and existed prior to November 17, 1986, a single-family dwelling not in conjunction with agricultural use upon a demonstration that:

(1) The dwelling will not force a change in or increase the cost of accepted agricultural practices on surrounding lands;

(2) The subject lot/parcel is predominantly unsuitable for the production of farm crops and livestock, considering soils, terrain, location and size of the tract. Size alone shall not be used to determine whether a lot/parcel is unsuitable for agricultural use. An analysis of suitability shall include the capability of the subject lot/parcel to be utilized in conjunction with other agricultural operations in the area;

(3) The dwelling shall be setback from any abutting parcel designated as Agriculture as required in the Buffer Guidelines (page I-11) or designated Forest as required in Forest Land Siting Guidelines (Part I, Chapter 2, page I-12);

(4) A declaration has been signed by the landowner and recorded into county deeds and records specifying that the owners, successors, heirs and assigns of the subject property are aware that adjacent and nearby operators are entitled to carry on accepted agriculture or forest practices on lands designated Agriculture or Forest; and

(5) All owners of land in areas designated Agriculture or Forest within five hundred (500) feet of the perimeter of the subject lot/parcel on which the dwelling is proposed to be located have been notified and given at least ten (10) days to comment prior to a decision.

n. On lots or parcels forty (40) acres or larger in the A-2 (20), eighty (80) acres or larger in the A-2 (40), one-hundred sixty (160) acres or larger in the A-2 (80) or three hundred twenty (320) acres or larger in the A-2 (160), a land division creating lots or parcels smaller than the designated minimum lot/parcel size, subject to the guidelines for cluster development in the Land Division subsection of Part I, Chapter 7, General Policies and Guidelines.

2. The following uses may be allowed within areas designated Agriculture subject to review for compliance with the guidelines prescribed for the protection of scenic, cultural, natural and recreation resources and upon findings that:

   - The use or development is compatible with agricultural use, as defined, and would not force a change in or significantly increase the cost of accepted agricultural practices on nearby lands devoted to agricultural use; and

   - The use or development will be sited to minimize the loss of land suitable for the production of crops or livestock.

   a. Utility facilities and railroads necessary for public service upon a showing that 1) there is no practicable alternative location with less adverse effect on agricultural or forest lands and 2) the size is the minimum necessary to provide the service.

   b. Home occupations or cottage industry in existing residential or accessory structures subject to the standards for home occupations and cottage industries prescribed in Part I, Chapter 7, General Policies and Guidelines.

   c. Fruit and produce stands, upon a showing that sales will be limited to agricultural products raised on the subject farm and other farms in the local region.

   d. Wineries, in conjunction with on-site viticulture upon a showing that processing and sales of wine is from grapes grown on the subject farm or in the local region.

   e. Agricultural product processing and packaging, upon demonstration that the processing will be limited to products grown primarily on the subject farm and sized to the subject operation.

   f. Exploration, development and production of mineral and geothermal resources subject to the guidelines prescribed in Scenic Resources.

   g. Personal-use airstrips including associated accessory structures such as a hangar. A personal-use airstrip is

an airstrip restricted, except for aircraft emergencies, to use by the owner and on an infrequent and occasional basis, by invited guests, and by commercial aviation activities in connection with agricultural operations. No aircraft may be based on a personal-use airstrip other than those owned or controlled by the owner of the airstrip.

h. Aquaculture.

i. Recreation development, subject to the Recreation Intensity Classes and Recreation Development Plan.

j. Boarding of horses.

k. Temporary portable asphalt/batch plants related to public road projects, not to exceed six (6) months.

l. Bed and breakfast inns subject to the standards listed in Part I, Chapter 7, General Policies and Guidelines, may be permitted in a single-family dwelling provided that the residence:

(1) Is listed on the National Register of Historic Places; or

(2) In Washington, is listed on the Washington State Register of Historic Places maintained by the Washington Office of Archaeology and Historic Preservation; or

(3) In Oregon, is identified and protected under local landmark status as approved pursuant to Oregon state land use regulations protecting historic structures.

Buffer Guidelines

All buildings, as specified, shall comply with the following guidelines when proposed to be located on a lot/parcel which is adjacent to lands designated Agriculture which are currently used for or which are suitable for agricultural use:

		Type of Buffer		
		Open or Fenced	Natural or Created Vegetation Barrier	8 foot Berm or Terrain Barrier
Type of Agriculture	Orchards	250'	100'	75'
	Row crops/ vegetables	300'	100'	75'
	Livestock grazing, pasture, haying	100'	15'	20'
	Grains	200'	75'	50'
	Berries, vineyards	150'	50'	30'
	Other	100'	50'	30'

1. Earth berms may be used to satisfy, in part, the setback guidelines. The berm shall be a minimum of eight (8) feet in height, and contoured at 3 to 1 slopes to look natural. Shrubs, trees and/or grasses shall be employed on the berm to control erosion and achieve a finished height of fifteen (15) feet.

2. The planting of a continuous vegetative screen may be used to satisfy, in part, the setback guidelines. Trees shall be 6+ feet high when planted and reach an ultimate height of at least fifteen (15) feet. The vegetation screen shall be planted along the appropriate lot/parcel line(s), and be continuous.

3. The necessary berming and/or planting must be completed during the first phase of development and maintained in good condition.

4. If several crops or crop rotation is involved in the adjacent operation, the greater setback shall apply.

Life Estate

A landowner who sells or otherwise transfers real property in an area designated Agriculture may retain a life estate in a dwelling and a tract of land surrounding the dwelling. The

life estate tract shall not be considered a lot/parcel as defined in this Management Plan. A second dwelling in conjunction with agricultural use may be allowed subject to review for compliance with the guidelines prescribed for the protection of scenic, cultural, natural and recreation resources and upon findings that:

1. The proposed dwelling is in conjunction with agricultural use using the guidelines prescribed in Review Uses, Section 1e; and

2. Upon termination of the Life Estate, the original or second dwelling shall be removed.

Special Management Area

The Scenic Area Act directs the Secretary of Agriculture to:

> *"Protect and enhance agricultural lands for agricultural uses and allow, but not require, conversion of agricultural lands to open space, recreation development or forest land."*

The Act defines agricultural lands as those lands

> *"used or suitable for the production of crops, fruits, or other agricultural products, or the sustenance of livestock."*

Agricultural lands span a spectrum from high value cropland to low value rangeland. Several different inventories were used to determine agricultural suitability which resulted in two main categories used in the SMA Draft Plan: croplands and rangelands. These two categories were combined into a single designation, Agriculture.

Crop lands include field crops, orchards, or vineyards. The analysis of these lands began with lands "used" as cropland. Inventories of vegetation classes and existing land uses were examined, with provision that only fields or parcels greater than five acres were included.

The next step was to identify the land "suitable" for crop production. Suitability was determined by analyzing the soil capability inventory prepared by the USDA Soil Conservation Service (SCS), which classifies soils into eight capability classes. The SCS examines not only the soil type, but also the elevation, climate, slope, and availability of water in classifying a piece of land. Classes I-IV were considered suitable for agricultural use, while Classes V-VIII were generally not considered suitable.

To determine land suitable for range use, key specialists analyzed the vegetation, soils, and slope of lands to determine their suitability for grazing. Suitability was based on a scale ranging from "high" suitability, where extended grazing is possible; "moderate" suitability, where limited grazing is possible; "low" suitability, where very limited grazing is possible, to "not suitable".

The Special Management Areas as a whole contain relatively little agricultural land. Agricultural areas are located

primarily in the west end of the Columbia River Gorge at Mt. Pleasant and Corbett, and at the east end of the National Scenic Area where orchards are close to the Columbia River at Ruthton Point and near Rowena. Agricultural lands suitable for grazing are located at Burdoin Mountain and Rowena Plateau in the east end of the National Scenic Area in Oregon.

SMA Goal

Agricultural Land

Protect and enhance lands which are used or suitable for agricultural uses.

SMA Policies

1. Only lands determined to be used or suitable for agricultural purposes may be designated Agricultural Land.

2. Lands which are classified as predominantly Class I-IV soils, or are designated unique farmlands by the USDA Soil Conservation Service or local conservation district, or are suitable for producing forage for livestock, are considered suitable for Agricultural Land designation.

3. Other lands which are interspersed among lands used or suitable for agricultural purposes may be designated Agricultural Land in order to protect agricultural lands from conflicting uses.

4. Use of Agricultural Land for forest, open space, or public recreation is allowed and shall comply with the appropriate land use designation policies and guidelines. Use of Agricultural Land for commercial recreation is allowed and shall comply with Recreation Resources, Part II, Chapter 4.

5. Conversion of lands designated Agricultural Land to Non-Federal or Federal Forest Land or to Open Space is allowed.

6. Protect agricultural lands by minimizing adjacent land use conflicts.

7. Encourage and facilitate existing and new programs that promote farm practices which conserve and enhance natural resources.

8. Allow Agricultural Land to be used for public recreation or commercial recreation when consistent with the Recreation Resources, Part II, Chapter 4.

9. New dwellings shall not be permitted on parcels of land less than 40 contiguous acres.

10. Structures, new dwellings, and agricultural buildings shall maintain the visual character of the landscape setting.

11. New dwellings and agricultural buildings shall only be allowed in areas designated Agricultural Land if they are shown to be necessary for and accessory to agricultural use.

12. Scenic, cultural, natural, and recreation resource guidelines shall be applied to new land uses and developments.

13. All National Forest lands shall be subject to the laws and regulations pertaining to the National Forest lands, including National Environmental Policy Act (NEPA) and the Gifford Pinchot and Mount Hood National Forest Management Plans.

SMA Guidelines

1. The following uses shall be allowed without review:

   a. Agricultural and open space use, as defined.

   b. Maintenance, repair, or operation of existing dwellings, structures, agricultural buildings, trails, roads, railroads, and utility facilities.

   c. Accessory structures less than 50 square feet in area and less than 18 feet in height measured at the roof peak.

2. The following uses may be allowed subject to review for compliance with the scenic, cultural, natural, and recreation resource guidelines:

   a. Forest uses and practices as defined in Non-Federal and Federal Forest Land, Part I, Chapter 2.

b. A single-family dwelling necessary for and accessory to agricultural use upon a demonstration that:

(1) The proposed dwelling would be the only dwelling on the subject farm or ranch, including contiguous lots/parcels.

(2) The parcel upon which the dwelling will be located is currently devoted to agricultural use where the day-to-day activities of one or more residents of the dwelling are principally directed to the agricultural use of the land.

(3) The operation is a commercial agricultural enterprise as determined by an evaluation of the following criteria:

(a) Size of the entire unit, including all land in the same ownership;

(b) Type(s) of operation (crops, livestock, orchard, etc.) and acreage;

(c) Operational requirements for the particular agricultural activity are common to other area agricultural operations; and

(d) The farm or ranch, and all it contiguous parcels, is capable of producing at least $40,000 in gross annual income. The determination can be made using the following formula:

Average Yield Per Acre X
Average Commodity/Unit Price X
Total Acres = Income Capability

(4) Minimum parcel size of 40 contiguous acres.

c. Accessory structures, greater than 50 square feet.

d. Farm labor housing and agricultural buildings upon a showing that:

(1) The proposed housing or building is necessary and accessory to a current agricultural use and a showing that the operation is a commercial

agricultural enterprise as determined by an evaluation of the criteria listed in [2.b.(3)] above.

(2) The housing or building shall be seasonal unless it is shown that an additional full-time dwelling is necessary for the current agricultural use. Seasonal use shall not exceed nine months.

(3) The housing or building shall be located to minimize the conversion of lands capable of production of farm crops and livestock and shall not force a significant change in or significantly increase the cost of accepted agricultural uses employed on nearby lands devoted to agricultural use.

e. Home occupations and cottage industries subject to the guidelines in Part I, Chapter 7, General Policies and Guidelines. The use or development shall be compatible with agricultural use. Buffer zones should be considered to protect agricultural practices from conflicting uses.

f. Bed and breakfast inn subject to the guidelines listed in Part I, Chapter 7, General Policies and Guidelines. The use or development shall be compatible with agricultural use. Buffer zones should be considered to protect agricultural practices from conflicting uses.

g. Fruit stands and produce stands upon a showing that sales will be limited to agricultural products raised on the property and other agriculture properties in the local region.

h. Aquaculture.

i. Exploration, development, and production of sand, gravel, and crushed rock for the construction, maintenance, or reconstruction of roads used to manage or harvest commercial forest products on lands within the Special Management Areas.

j. Utility facilities and railroads necessary for public service upon a showing that:

(1) There is no alternative location with less adverse effect on Agricultural Land.

(2) The size is the minimum necessary to provide the service.

k. Temporary asphalt/batch plant operations related to public road projects, not to exceed six months.

l. Signs as specified in Part I, Chapter 7, General Policies and Guidelines.

m. Publicly owned nursing homes, day care centers, churches, and other community facilities.

n. Expansion of existing non-profit group camps, retreats, and conference or education centers for the successful operation on the dedicated site. Expansion beyond the dedicated site is prohibited.

3. The following uses and developments may be allowed subject to review for compliance with the scenic, cultural, natural, and recreation resource guidelines and upon findings that:

- The use or development would not force a change in or significantly increase the cost of acceptable agricultural practices on nearby lands devoted to agriculture use; and,

- The use or development will be sited to minimize the loss of land suitable for the production of agricultural crops or livestock.

a. Recreation uses, interpretive and educational development, and uses subject to the Recreation Resources, Part II, Chapter 4.

b. New or expansion of existing essential service structures including, but not limited to: water storage facilities; electrical substations; communication facilities; and other utilities.

c. Construction and reconstruction of roads.

d. Agricultural product processing and packaging, upon demonstration that the processing will be limited to products produced primarily on or adjacent to the property. "Primarily" means a clear majority of the product as measured by volume, weight, or value.

e. Structures and vegetation management activities for the purpose of wildlife, fisheries, or plant habitat enhancement projects.

Chapter 2

Forest Land

Forest Land

Designation	GMA Acres	*SMA Acres*
F-1 Commercial forest land	21,387	n.a.
F-2 Large woodland	2,890	n.a.
F-3 Small woodland	6,189	n.a.
Non-Federal forest	n.a.	*26,133*
Federal forest	n.a.	*8,214*
Total	**30,466**	***34,347***

General Management Area

The Scenic Area Act directs the Commission to

> *"Protect and enhance forest lands for forest uses and allow, but not require, conversion of forest lands to agricultural lands, recreation development or open space."*

The Act defines forest lands as those lands that are

> *"used or suitable for the production of forest products."*

GMA Goal

Protect and enhance forest land for forest uses. Forest lands are those lands which are used for or suitable for the production of forest products.

GMA Policies

Designation Policies

1. Designate as Forest those lands which are used for the production of forest products.

2. Designate as Forest those lands that are capable of growing fifty (50) cubic feet per acre per year or more of merchantable tree species.

3. In order to protect forest lands from conflicting uses, designate as Forest those lands which are interspersed among

and part of other lands which are used or suitable for forestry or used for forestry.

4. Areas which have been committed by development to other uses shall not be deemed suitable for or used for forestry.

5. Designate as Forest those lands suitable for both forestry and agriculture as Forest if the surrounding area is generally devoted to lands used for the production of forest products.

6. Recognize the diversity of forest operations within the National Scenic Area by establishing different minimum lot/parcel sizes and different dwelling standards that reflect differences in type of forestry operations, considering the following factors:

   a. Ownership class (industrial, nonindustrial, public, etc.).

   b. Productivity of forest land.

   c. Size of ownership.

   d. Surrounding land use.

   e. Proximity to other types of forest land.

   f. Availability of structural fire protection services.

7. Forest Designations:

   a. Designate as Forest (F-1) those blocks of forest land which:

      (1) Contain lands in the industrial and public ownership classes which occur in large tracts (predominantly 160 acres or larger), have few residences and are generally bounded by other lands in the same ownership classes or by lands in the large woodland class (predominantly 80 acres or larger).

      (2) Contain lands in the nonindustrial ownership class (predominantly 80 acres or larger) which have few residences, no organized structural fire protection services, are capable of growing 85 cubic feet per

acre per year or more of merchantable tree species and are generally bounded by lands in the large nonindustrial, public or industrial ownership classes.

b. Designate as Large Woodland (F-2) those blocks of land which:

(1) Contain lands in the nonindustrial ownership class which occur in large tracts (predominantly 80 acres or larger), have few residences, have no organized structural fire protection services, are capable of growing 50 cubic feet per acre per year or more of merchantable tree species and are generally bounded by other lands in the same ownership class or by lands in the industrial class.

c. Designate as Small Woodland (F-3) those blocks of land which:

(1) Contain lands in the nonindustrial ownership class which occur in smaller tracts (predominantly 20 acres or larger), have organized structural fire protection services, are capable of growing 50 cubic feet per acre per year or more of merchantable tree species and are generally bounded by other lands in the same ownership class or lands devoted to nonforest uses.

d. Small blocks of land which may by themselves be deemed F-2 or F-3, but the residential development of which would conflict with use of adjacent F-1 or A-1 lands, shall be designated F-1. Small blocks adjacent to Urban Areas, Residential or small Agriculture designations or which are physically buffered by natural or man-made barriers from adjacent F-1 or A-1 designations, may be considered for F-2 or F-3 designations.

e. Lands within forest areas which are currently used for or are suitable for large scale agriculture which would otherwise qualify for designation as F-1 or F-2 shall be designated F-1.

Land Use Policies

8. Allow conversion of forest land to agriculture or open space.

9. Allow conversion of forest land to recreation as determined by the Recreation Intensity Classes and the Recreation Development Plan.

10. Protect forest land from uses on nearby lands which conflict with the production of forest products by limiting the number, size, proximity and scale of conflicting uses on nearby lands.

11. Protect forest land from conversion to residential use by establishing minimum sizes for the creation of new lots/parcels and by specifying the uses which may occur and the conditions of approval on lands designated Forest.

12. Allow land divisions of lands designated F-1 or F-2 only to facilitate forest management. No resulting parcel may be less than forty (40) acres in size.

13. Lands designated F-1 or F-2 may be divided to facilitate protection of scenic, cultural, natural or recreation resources. Resulting parcel(s) may be used only for the purpose intended at the time of creation of the parcel(s) or farm or forest use.

14. Establish a minimum size for the creation of new parcels on lands designated F-3 considering the common size of forest units in the area, impact on management efficiency, existing landscape setting, wildlife habitat and other resource factors.

15. Lands designated F-3 may be divided into parcels as large or larger than the specified minimum lot size, subject to the provisions for land divisions prescribed in Part I, Chapter 7, General Policies and Guidelines. No resulting parcel may be less than twenty (20) acres in size.

16. Local governments may allow creation of lots or parcels smaller than the designated minimum lot/parcel size in the F-3 designation, and award a density bonus, in order to protect scenic, cultural, natural or recreation resources.

17. Allow dwellings in conjunction with agriculture on lands designated F-1.

18. Allow new residences on lands designated F-2 if they are shown to contribute substantially to effective and effi-

cient growing, propagation and harvesting of forest tree species.

19. Allow single-family dwellings in areas designated F-3 when:

    a. A dwelling is shown to be in conjunction with the growing, propagation and harvesting of forest tree species; or

    b. A dwelling is on a lot or parcel shown not to be eligible for enrollment in the subject state's forest assessment program.

20. Enhance forest lands by establishing fire protection standards for new structures located on lands designated Forest.

21. Enhance forestry in areas designated Forest by encouraging consolidation of small, inefficient tracts into more efficient ownerships.

22. Enhance forestry by encouraging Washington and Oregon to consider grants and loans to secondary processors of forest products under section 11 of the National Scenic Area Act and other economic development programs.

GMA Guidelines

Activities Allowed Outright

The following activities shall be allowed on areas designated Forest without review:

1. Forest use and practices, as defined.

2. Agricultural use, as defined, except new cultivation.

3. Maintenance, repair or operation of existing roads, railroads and utility facilities.

4. Buildings less than sixty (60) square feet in floor area and not exceeding eighteen (18) feet in height measured at the roof peak, which are accessory to a dwelling.

Review Uses

1. The following uses shall be allowed in areas designated Forest subject to review for compliance with guidelines prescribed for the protection of scenic, cultural, natural and recreation resources:

   a. In areas designated F-2, a single-family dwelling upon a demonstration that:

      (1) The dwelling will contribute substantially to the growing, propagation and harvesting of forest tree species. The principal purpose for locating a dwelling on F-2 lands is to enable the resident to conduct efficient and effective forest management. This requirement indicates a relationship between ongoing forest management and the location of a dwelling on the subject property. A dwelling may not always be required for forest management;

      (2) The subject lot/parcel has been enrolled in the appropriate state's forest assessment program;

      (3) A plan for management of the parcel has been approved by the Oregon Department of Forestry or the Washington Department of Natural Resources and the appropriate county. The plan must indicate the condition and productivity of lands to be managed, the operations the owner will carry out (thinning, harvest, planting, etc.), a chronological description of when the operations will occur, estimates of yield, labor and expenses, and how the dwelling will contribute toward the successful completion of the operations;

      (4) There are no other dwellings on the lot/parcel which are vacant or currently occupied by persons not engaged in forestry, which could be used as the principal forest dwelling;

      (5) The dwelling complies with the Forest Land siting guidelines for dwellings and the fire protection guidelines; and

      (6) A declaration has been signed by the landowner and recorded into county deeds and records

specifying that the owners, successors, heirs and assigns of the subject property are aware that adjacent and nearby operators are entitled to carry on accepted farm or forest practices on lands designated Forest or Agriculture.

b. In areas designated F-3 one (1) single-family dwelling on a legally created lot/parcel upon enrollment in the appropriate state's forest assessment program. Upon a showing that a lot/parcel cannot qualify, a lot/parcel is entitled to one (1) single-family dwelling. In either case, the location of a dwelling shall comply with the Forest Land siting guidelines for dwellings and the fire protection guidelines. A declaration shall be signed by the land owner and recorded into county deeds and records specifying that the owners, successors, heirs and assigns of the subject property are aware that adjacent and nearby operators are entitled to carry on accepted farm or forest practices on lands designated Forest or Agriculture.

c. One (1) single-family dwelling if shown to be in conjunction with and substantially contribute to the current agricultural use of a farm unit. The guidelines listed in Review Uses, Section 1e of the Agricultural Land Guidelines shall be used to determine whether a dwelling is a farm dwelling. The siting of the dwelling shall comply with the Forest Land fire protection guidelines.

d. Temporary onsite structures which are auxiliary to and used during the term of a particular forest operation. "Auxiliary" means a use or alteration of a structure or land which provides help or is directly associated with the conduct of a particular forest practice. An auxiliary structure is located onsite, is temporary in nature, and is not designed to remain for the forest's entire growth cycle from planting to harvesting. An auxiliary use is removed when a particular forest practice has concluded.

e. Temporary portable facility for the primary processing of forest products grown upon a parcel of land or contiguous land in the same ownership where the facility is to be located. The facility shall be removed upon completion of the harvest operation.

f. Uses to conserve soil, air and water quality and to provide for wildlife and fisheries resources.

g. Structures associated with hunting and fishing operations.

h. Towers and fire stations for forest fire protection.

i. Agricultural buildings, as defined, subject to the Forest Land fire protection guidelines.

j. The temporary use of a mobile home in the case of a family hardship, subject to the standards for hardship dwellings prescribed in Part I, Chapter 7, General Policies and Guidelines, and the Forest Land siting guidelines and the fire protection guidelines.

k. Accessory building(s) greater than sixty (60) square feet in floor area and/or exceeding eighteen (18) feet in height as measured at the roof peaks; subject to the Forest Land siting guidelines and the fire protection guidelines.

l. A second single-family dwelling for a farm operator's relative subject to the criteria listed in Review Uses, Section 1g of the Agricultural Land Guidelines, the Forest Land siting guidelines and fire protection guidelines.

m. Private roads serving a residence, subject to the Forest Land siting guidelines and fire protection guidelines.

n. Recreation development, subject to the Recreation Intensity Classes and the Recreation Development Plan.

o. Construction or reconstruction of roads or modifications not in conjunction with forest use or practices.

p. Agricultural labor housing upon a showing that:

(1) The proposed housing is necessary and accessory to a current agricultural use.

(2) The housing shall be seasonal unless it is shown that an additional full-time dwelling is necessary to the current agricultural use of the subject

agricultural unit. Seasonal use shall not exceed nine (9) months.

(3) The housing will be located to minimize the conversion of lands capable of production of farm crops and livestock and will not force a significant change in or significantly increase the cost of accepted agricultural practices employed on nearby lands devoted to agricultural use.

q. In F-1 or F-2 designation, a caretaker mobile home, upon a finding that security personnel are required to protect the subject forest land. The placement of a caretaker mobile home is subject to the Forest Land fire protection and siting guidelines.

r. On lots or parcels forty (40) acres in size or larger in the F-3 (20), eighty (80) acres in size or larger in the F-3 (40), or one-hundred sixty (160) acres in size or larger in the F-3 (80), a land division creating lots or parcels smaller than the designated minimum lot/parcel size, subject to the guidelines for cluster development in Part I, Chapter 7, General Policies and Guidelines.

s. New cultivation. Any operation that would cultivate land that has not been cultivated, or has lain idle for more than five (5) years shall be considered new cultivation and shall require review under Part II, Chapters 2 and 3.

2. The following uses may be allowed within areas designated Forest subject to review for compliance with the guidelines prescribed for the protection of scenic, cultural, natural and recreation resources and upon findings that:

- The owners of land in areas designated Forest or Agriculture within 500 feet of the perimeter of the subject property have been notified of the application and have been given at least 10 days to comment prior to a final decision;

- The use or development will not interfere seriously with accepted forest or agricultural practices on nearby lands devoted to resource use;

- The use or development will be sited in such a way as to minimize the loss of forest or agricultural land and to minimize the chance of interference with accepted forest or agricultural practices on nearby lands; and

- The use or development will not significantly increase fire hazard, fire suppression costs or risks to fire suppression personnel and will comply with the Forest Land fire protection guidelines.

a. Utility facilities and railroads necessary for public service upon a showing that 1) there is no practicable alternative location with less adverse effect on agricultural and forest lands, scenic, cultural, natural and recreation resources and 2) the size is the minimum necessary to provide the service.

b. Home occupations or cottage industries in existing residential or accessory structures subject to the guidelines for home occupations and cottage industries prescribed in Part I, Chapter 7, General Policies and Guidelines.

c. Fruit and produce stands, upon a showing that sales will be limited to agricultural products raised on the subject farm and other farms in the local region.

d. Wineries, in conjunction with on-site viticulture upon a showing that processing and sales of wine is from grapes grown on the subject farm or in the local region.

e. Agricultural product processing and packaging, upon demonstration that the processing will be limited to products grown primarily on the subject farm and sized to the subject operation.

f. Exploration, development and production of mineral and geothermal resources subject to the guidelines listed in Scenic Resources, Part II, Chapter 1.

g. Aquaculture.

h. Boarding of horses.

i. Temporary portable asphalt/batch plants related to public road projects, not to exceed six (6) months.

j. Expansion of existing non-profit group camps, retreat or conference center.

k. Bed and breakfast inns subject to the guidelines for bed and breakfast inns, listed in Part I, Chapter 7, General Policies and Guidelines, may be permitted in a single-family dwelling provided that the residence:

(1) Is listed on the National Register of Historic Places; or

(2) In Washington, is listed on the Washington State Register of Historic Places maintained by the Washington Office of Archaeology and Historic Preservation; or

(3) In Oregon, is identified and protected under local landmark status as approved pursuant to Oregon state land use regulations protecting historic structures.

Fire Protection Guidelines

All development, as specified, shall comply with the following fire safety guidelines:

1. All buildings shall be surrounded by a maintained fuel break of fifty (50) feet. Hazardous fuels shall be removed within the fuel break area. Irrigated or fire resistant vegetation may be planted within the fuel break. This could include green lawns and low shrubs (less than 24 inches in height). Trees should be spaced with greater than fifteen (15) feet between the crowns and pruned to remove dead and low [less than eight (8) feet] branches. Accumulated leaves, needles, and other dead vegetation shall be removed from beneath trees.

2. Development with plumbed water systems shall install at least one (1) standpipe a minimum of fifty (50) feet from the structure(s).

3. A pond, stream, tank or sump with storage of not less than 1,000 gallons, or a well or water system capable of delivering twenty (20) gallons per minute shall be provided. If a well pump is located on-site, the electrical service shall be separate from the dwelling.

4. Access drives shall be constructed to a minimum of twelve (12) feet in width and not exceed a grade of twelve (12) percent. Turnouts shall be provided at a minimum of every five hundred (500) feet. Access drives shall be maintained to a level that is passable to fire equipment. Variance to road guidelines may be made only after consultation with the local rural fire district and the Washington Department of Natural Resources in Washington or the Oregon Department of Forestry in Oregon.

5. Within one (1) year of the occupancy of a dwelling, the approving authority shall conduct a review of the development to assure compliance with these guidelines.

6. Telephone and power supply systems shall be underground whenever possible.

7. Roofs of structures should be constructed of fire-resistant materials such as metal, fiberglass shingle or tile. Roof materials such as cedar shake and shingle should not be used.

8. Any chimney or stovepipe on any structure for use with a woodstove or fireplace should be screened with no coarser than one-quarter (1/4) inch mesh metal screen that is noncombustible and corrosion resistant and should be equipped with a spark arrestor.

9. All structural projections such as balconies, decks and roof gables should be built with fire resistant materials equivalent to that specified in the Uniform Building Code for fire stopping.

10. Attic openings, soffit vents, foundation louvers or other ventilation openings on dwellings and accessory structures should be screened with no coarser than one-quarter (1/4) inch mesh metal screen that is noncombustible and corrosion resistant.

Siting of Dwellings on Forest Land

The approval of new dwellings and accessory structures on forest lands shall comply with the following guidelines:

1. The dwelling and structures shall be sited on the lot/parcel so that they shall have the least impact on nearby or adjoining forest operations. Dwellings shall be set back at least two hundred (200) feet from adjacent properties. If other development is located on adjacent lands, the impact on nearby or adjacent forest operations may be minimized by clustering or locating the proposed structure(s) closer to the existing development.

2. The amount of forest land used to site dwellings, structures, access roads and service corridors shall be minimized. This can include locating new dwellings and structures as close to existing public roads as possible, thus minimizing the length of access roads and utility corridors or locating the dwelling, access road and service corridors on portions of the lot/parcel that are least or poorly suited for forestry. Areas may not be suitable for forestry because of existing non-forest uses, adjacent dwellings and lastly, land productivity.

3. Dwellings shall be located to minimize the risks associated with wildfire. Dwellings should be located on level slopes and in any case not on slopes which exceed forty (40) percent. Narrow canyons and draws should be avoided. Dwellings should be located to minimize the difficulty in gaining access to the structure in the case of fire. Dwellings should be located to make the access roads as short and flat as possible.

Life Estate

A landowner who sells or otherwise transfers real property in an area designated Forest may retain a life estate in a dwelling and a tract of land surrounding the dwelling. The life estate tract shall not be considered a lot/parcel as defined in this Management Plan. A second dwelling unit in a Forest Land designation may be allowed subject to review for compliance with the guidelines prescribed for the protection of scenic, cultural, natural and recreation resources and upon findings that:

1. The proposed dwelling is in conjunction with agricultural use using the guidelines prescribed in Review Uses, Section 1e of the Agricultural Land Guidelines; or

2. In a F-2 designation, the dwelling will contribute substantially to the growing, propagation and harvesting of forest tree species. The proposed dwelling shall comply with the guidelines prescribed in Review Uses, Section 1a of the Forest Land Guidelines; or

3. In a F-3 designation, the proposed dwelling complies with the guidelines prescribed in Review Uses, Section 1b of the Forest Land Guidelines;

4. Upon termination of the Life Estate, the original or second dwelling shall be removed.

Special Management Area

The Scenic Area Act directs the Secretary of Agriculture to:

> *"Protect and enhance forest lands for forest uses and allow, but not require, conversion of forest lands to agricultural lands, recreation development or open space."*

The Act defines forest lands as those lands that are

> *"used or suitable for the production of forest products."*

The Scenic Area Act requires that, in the SMA's,

> *"management, utilization, and disposal of timber ... take place without adversely affecting scenic, cultural, natural, and recreation resources of the Scenic Area" (Section 8(f)).*

Several inventories were used to determine whether land was "used or suitable for" forest uses. Lands were considered "used" for forest uses if the land management demonstrated the intent to harvest forest products; the two methods used to measure intent were land ownership and examination of aerial photographs for past harvesting.

Lands which were "suitable" for forest use were determined by analyzing a variety of information. Physical conditions such as soil types, slope, aspect, and elevation were considered together with the vegetation types as interpreted from aerial photographs and field examination. Critical vegetation factors analyzed included the percentage of area covered with conifers and the condition of the overstory, understory, and ground cover.

In this analysis, planners conferred with many specialists, including federal and state resource agencies, silviculturists, private consultants, the Mid-Columbia Small Woodlands Association, and county planners.

Four suitability classes were determined for forest use:

High Suitability (high intensity management forest lands): These lands can be managed intensively for timber. At least 85 percent of the land area is covered by commercial species.

Moderate Suitability (low intensity management forest lands): These lands, which have between 50 and 85 percent

of their area in commercial species, could be harvested and regenerated within a reasonable time period.

Low Suitability (woodlands): These lands are currently stocked with commercially valuable trees (10-50 percent), however regeneration within a reasonable time period cannot be assured.

No Suitability: These lands have less than 10 percent of their area covered by commercial species of timber.

The suitabilities form a complex pattern of use. The western and central Columbia River Gorge generally has high or moderate suitability for forest use. The drier eastern end of the Columbia River Gorge has moderate or low suitability for forest use, changing to unsuitable conditions farther east.

Two categories of forest land are designated in the Special Management Areas: Non-Federal Forest lands and Federal Forest lands. Management guidelines, including the requirement for a forest practices site plan, will apply to both categories. Additional guidelines will also apply to Federal Forest lands.

SMA Goal

Non-Federal and Federal Forest Land

Protect and enhance forest lands for forest uses.

SMA Policies

1. Only lands determined used or suitable for the production of commercial forest products may be designated Non-Federal or Federal Forest land.

2. Lands that have greater than 10 percent of their area covered by commercial species of timber are considered suitable for Non-Federal or Federal Forest land designation.

3. All new developments and land uses shall protect natural, scenic, cultural, and recreation resources.

4. A site plan shall be prepared by the applicant prior to any forest practice.

5. The site plan for forest practices shall be reviewed for compliance with these guidelines and subsequently approved

by the Forest Service National Scenic Area Manager prior to any forest practices.

6. The Forest Service review and approval of the site plans shall include the following analysis:

   a. Protection of the scenic resources: analysis of potential impacts, including cumulative effects, to scenic values as viewed from the Key Viewing Areas (see Glossary).

   b. Protection of the cultural resources: analysis of potential impacts to the cultural resources, including cumulative effects.

   c. Protection of natural resources: analysis of potential impacts, including cumulative effects, to the natural resources.

   d. Protection of the recreational resources: analysis of potential impacts to the recreational resources, including cumulative effects.

7. Forest Service review and approval decisions of forest practices are subject to review by the Regional Forester.

8. New dwellings shall not be permitted on parcels of land less than 40 contiguous acres in size.

9. New dwellings shall only be allowed if shown to be necessary for and accessory to forest use, with an approved forest management plan, or necessary for and accessory to agricultural use per Part I, Chapter 1.

10. Research and development programs which protect and develop markets for secondary manufacturing of wood products, increased utilization, and use of other miscellaneous forest products from the National Scenic Area are encouraged and will be supported by the Forest Service National Scenic Area office.

11. Use of Non-Federal and Federal Forest Land for agriculture, open space and public recreation is allowed and shall comply with the appropriate land use designation policies and guidelines. Use of Non-Federal Land for commercial recreation is allowed and shall comply with the Recreation Resources, Part II, Chapter 4.

12. Conversion of lands designated Non-Federal or Federal Forest to Agriculture or Open Space is allowed.

13. For chemical use, all forest practices shall be in conformance with existing local, state, and federal laws and regulations relating to the use of chemicals.

14. In catastrophic situations exceptions may be allowed to the scenic resource guidelines for forest practices.

15. Fire protection siting guidelines and standards for dwellings shall be developed by the county to protect forest resources from wildfires.

16. Encourage forest landowners to develop plans for long-term management of their property to protect and enhance the forest resource.

17. The Federal Forest Land designation shall only apply to federal lands.

SMA Guidelines

1. The following uses shall be allowed without review:

   a. Agricultural and open space uses, as defined.

   b. Maintenance, repair, or operation of existing dwellings, signs, structures, trails, roads, railroads, and utility facilities.

   c. Accessory structures of less than 50 square feet in area and less than 18 feet in height measured at the roof peak.

2. The following uses may be allowed subject to review for compliance with scenic, cultural, natural, and recreational resources guidelines:

   a. Dwellings and farm labor housing, as allowed for in Agricultural Land, Part I, Chapter 1.

   b. Forest practices in accordance with an approved site plan for forest practices, including the following:

(1) The following information in addition to general site plan requirements (see Part I, Chapter 7) shall be included on the site plan:

(a) Boundary of proposed commercial forest practice.

(b) Location of proposed rock or aggregate sources.

(c) Timber types.

(d) Harvest units.

(e) Silvicultural prescriptions.

(f) Road and structure construction and/or reconstruction design.

(g) Skid trails, landings, and yarding corridors.

(h) Commercial firewood cutting areas.

(i) Existing and proposed rock pit development plans.

(j) Protection measures for scenic, cultural, natural, and recreation resources.

(2) A discussion of slash disposal methods including location of slash piles and burn pits.

(3) A reforestation plan as reviewed by the appropriate state forest practices agency.

c. Road construction or reconstruction.

d. Exploration, development, and production of sand, gravel, or crushed rock for the construction, maintenance, or reconstruction of roads used to manage or harvest commercial forest products in the SMA.

e. Silvicultural nurseries.

f. New or expansion of existing essential service structures including, but not limited to: water storage facilities, electrical substations, communication facilities, and other utilities.

g. Structures or vegetation management activities for the purpose of wildlife, fisheries, or plant habitat enhancement projects.

h. Fish hatcheries and aquaculture facilities.

i. Public recreation, commercial recreation, interpretive and educational developments and uses consistent with the Recreation Resources, Part II, Chapter 4.

j. One dwelling on a parcel of 40 contiguous acres or larger if an approved Forest Management Plan demonstrates that such dwelling shall be necessary for and accessory to forest uses. The Forest Management Plan shall demonstrate the following:

(1) The dwelling will contribute substantially to the growing, propagation, and harvesting of trees. The principal purpose for allowing a dwelling on forest lands is to enable the resident to conduct efficient and effective management. This requirement shall indicate a relationship between ongoing forest management and the need for dwelling on the subject property.

(2) The subject parcel has been enrolled in the appropriate state's forest assessment program.

(3) A plan for management of the parcel has been approved by the Oregon Department of Forestry or the Washington Department of Natural Resources and the appropriate county. The plan must indicate the condition and productivity of lands to be managed; the operations the owner will carry out (thinning, harvest, planting, etc.); a chronological description of when the operations will occur; estimates of yield, labor, and expenses; and how the dwelling will contribute towards the successful management of the property.

(4) There are no other dwellings on the parcel which are vacant or currently occupied by persons not engaged in forest management of the subject parcel.

(5) Complies with county dwelling, setting, and state/county fire protection guidelines.

(6) A declaration has been signed by the landowner and recorded into county deeds and records specifying that the owners, successors, heirs, and assigns of the subject property are aware that adjacent and nearby operations are entitled to carry on accepted agricultural or forest practices.

k. Accessory structures over 50 square feet.

l. Home occupations and cottage industries subject to guidelines in Part I, Chapter 7, General Policies and Guidelines.

m. Temporary portable facility for the processing of forest products.

n. Towers and fire stations for forest fire protection.

o. Publicly owned nursing homes, day care centers, churches, and other community facilities.

p. Expansion of existing non-profit group camps, retreats, conference or education centers, for the successful operation on the dedicated site. Expansion beyond the dedicated site shall be prohibited.

q. Signs as specified in Part I, Chapter 7, General Policies and Guidelines.

3. The following additional guidelines apply to lands designated Federal Forest Land:

a. Clearcutting shall not be used as a harvest practice.

b. All Federal Forest Land shall be subject to the laws and regulations pertaining to the National Forest system, including the National Environmental Policy Act (NEPA), and the Gifford Pinchot and Mount Hood National Forest Management Plans.

Chapter 3

Open Space

Open Space		
Designation	**GMA Acres**	***SMA Acres***
Open space	5,710	*70,857*
Total	**5,710**	***70,857***

General Management Area

The Scenic Area Act calls upon the Commission to "protect and enhance open spaces." The Act also charges the Commission to designate land suitable for the protection and enhancement of open spaces. The Act defines open spaces to include:

1. Scenic, cultural, and historic areas;

2. Fish and wildlife habitat;

3. Lands which support plant species that are endemic to the scenic area or which are listed as rare, threatened or endangered species pursuant to State or Federal Endangered Species Acts;

4. Ecologically and scientifically significant natural areas;

5. Outstanding scenic views and sites;

6. Water areas and wetlands;

7. Archaeological sites, Indian burial grounds and village sites, historic trails and roads and other areas which are culturally or historically significant;

8. Potential and existing recreation resources; and

9. Federal and State wild, scenic, and recreation waterways.

Inventories of these resources done for the Commission and the Forest Service show that many important open space resources lie within the General Management Area (GMA). The Commission has considered several methods to protect and enhance the resources listed by Congress as open spaces:

regulation of uses in and around the resources; incentive programs to encourage landowners to protect and enhance the resources (such as federal cost-sharing to fence livestock out of riparian areas); and designation of the resources as Open Space when most uses are not appropriate. In the Management Plan, the Commission has chosen to use all three techniques. The Commission's choice has depended upon the importance of the resource, the nature of conflicting uses, ownership of the land, the extent of the resource, adequacy of alternative protection tools and limitations on the Commission's ability to regulate (such as forest practices).

In most instances, the Commission will protect by regulating rather than prohibiting use, and by encouraging landowners to take enhancement measures. These resource sites and areas are protected by the guidelines in the Management Plan addressing cultural resources, scenic resources, riparian areas, wetlands, wildlife habitat, rare plants and natural areas.

However, the Commission has found some resources that are more sensitive than others and threatened by conflicting uses the Commission cannot manage by regulation. In these few cases, the Commission proposes to protect by designating Open Space. Its final decision whether to use an Open Space designation involves consideration of ownership and landowner intentions and all the factors which caused the Commission to consider the designation.

Some of the areas being considered for Open Space designation must be protected from all use because they are so sensitive. Other areas can accommodate very low intensity uses, such as recreation trails or seasonal agriculture. Hence, rather than prescribe a single set of guidelines for all areas designated Open Space, the Commission prescribes a set of appropriate uses for each area designated Open Space.

GMA Goal

Protect those most significant and sensitive scenic, cultural, natural and recreation resources on unimproved lands from conflicting uses and enhance them where appropriate.

GMA Policies

1. Designate as Open Space only the most significant and sensitive scenic, cultural, natural and recreational resources.

2. Designate land as Open Space only if the use limitations are consistent with landowner objectives, or if all of the following circumstances exist:

   a. Uses authorized by alternative designations threaten a documented resource;

   b. Protection of the resource is demonstrably in the public interest over the long term;

   c. All reasonable alternative means that might protect the resource and achieve landowner objectives have been considered and found not to provide adequate protection for the resource;

   d. There are no lands with improvements within the boundaries of the Open Space; and

   e. Landowners have reasonable economic uses of the balance of their properties.

   The Commission shall work with owners of land designated Open Space to develop a program of stewardship which protects Open Space resources and achieves landowner objectives. Where consistent with landowner objectives, the stewardship program should encourage appropriate public and private agencies to acquire interests in Open Space lands and should inform landowners of tax and other incentive programs. The Commission shall establish priorities for acquisition or exchange of lands whose owners object to the Open Space designation and facilitate acquisition or exchange prior to its first periodic review of the Management Plan.

   The Commission shall review the stewardship programs and the Open Space designations of areas containing lands whose owners object to the designation at the time of its first period review of the Management Plan.

3. Improved lands shall not be designated Open Space. For purposes of this chapter, improved lands are those upon which a structure or activity subject to county ad valorem property taxation has been constructed or is being undertaken.

4. Designate as Open Space those most outstanding scenic areas which are highly visible in the foreground or middle ground from the Columbia River or Scenic Travel Corridors and which are sensitive to activities, such as forest practices, which the Commission may not manage by regulation.

5. Generally, well defined geographic areas that possess large concentrations of cultural resources shall be designated Open Space.

6. Designate as Open Space undeveloped portions of state park lands suitable for low intensity recreation and unsuitable for major recreation facilities.

7. Designate as Open Space those wetlands with remarkable value, such as sensitive wildlife habitat or rare plant species, which are susceptible to disturbance from use and development.

8. Designate as Open Space those most significant and sensitive natural areas which are susceptible to disturbance from use and development.

9. Allow uses and development in areas designated Open Space which can be undertaken without adverse effect to the resources to be protected.

10. Encourage the Secretary of Agriculture to revise the boundaries of the Special Management Areas (SMAs) to include private lands designated Open Space which lie adjacent to or nearby existing SMAs.

GMA Guidelines

All Lands Designated Open Space

1. Only those uses and development authorized in this Management Plan may be undertaken on land designated Open Space.

2. The following uses may be authorized on any lands designated Open Space:

   a. Low intensity recreation, subject to the guidelines for Recreation Intensity Classes;

b. Land divisions to facilitate efforts to protect and enhance scenic, cultural, natural or recreational resources; and

c. Repair, maintenance, operation and improvement of existing serviceable structures, including roads, railroads, hydro facilities and utilities that provide transportation, electric, gas, water, telephone, telegraph, telecommunications or other services.

3. Removal of timber, rocks or other materials for purposes of public safety and placement of structures for public safety.

4. Uses authorized on private land designated Open Space shall be with landowner permission only.

Gorge Walls and Canyonlands

The following uses may be authorized:

1. Livestock grazing;

2. Fish and wildlife management activities conducted by federal or state resource agencies;

3. Soil, water and vegetation activities performed in accordance with a conservation plan approved by a county conservation district;

4. Harvesting of wild crops;

5. Educational or scientific research;

6. Continued operation of existing quarries if determined to be consistent with guidelines to protect scenic, cultural, natural and recreation resources.

7. All those uses allowed in All Lands Designated Open Space.

Mosley Lakes Natural Area

The following uses may be authorized:

1. Fish and wildlife management activities conducted by federal or state resource agencies, after consultation with the Washington Natural Heritage Program;

2. Educational or scientific research, after consultation with the Washington Natural Heritage Program.

3. Commercial trapping;

4. All those uses allowed in All Lands Designated Open Space.

Chenoweth Table Natural Area

The following uses may be authorized:

1. Low-intensity recreation, subject to the guidelines for Recreation Intensity Classes and after consultation with the Oregon Natural Heritage Program;

2. Wildlife management activities conducted by federal or state resource agencies, after consultation with the Oregon Natural Heritage Program;

3. Educational or scientific research, after consultation with the Oregon Natural Heritage Program;

4. All those uses allowed in All Lands Designated Open Space.

Squally Point Natural Area

The following uses may be authorized:

1. Except in the upland dunes south of the railroad, low-intensity recreation, subject to the guidelines for the Recreation Intensity Classes and after consultation with the Oregon Natural Heritage Program;

2. Repair and maintenance of railroads except measures to stabilize dunes, only after consultation with the Oregon Natural Heritage Program;

3. Except as limited by 1(b), above, all those uses allowed in All Lands Designated Open Space.

Klickitat River Wildlife and Natural Area

The following uses may be authorized:

1. Low-intensity recreation, subject to the guidelines for Recreation Intensity Classes and after consultation with the Washington Natural Heritage Program and Washington Department of Wildlife;

2. Wildlife management activities conducted by federal or state resource agencies, after consultation with the Washington Natural Heritage Program;

3. Educational or scientific research, after consultation with the Washington Natural Heritage Program;

4. All those uses allowed in All Lands Designated Open Space.

Balch Lake Wetlands Area

The following uses may be authorized:

1. Livestock grazing subject to a range conservation plan after consultation with the Washington Department of Wildlife;

2. Fish and wildlife management activities conducted by federal or state resource agencies;

3. Educational and scientific research, after consultation with the Washington Department of Wildlife;

4. Low-intensity recreation, subject to the guidelines for the Recreation Intensity Classes and after consultation with the Washington Department of Wildlife;

5. All those uses allowed in All Lands Designate Open Space.

Mouth of Wind River Wildlife Area

The following uses may be authorized:

1. Fish and wildlife management activities conducted by federal or state resource agencies;

2. Soil, water or vegetation activities performed in accordance with a conservation plan approved by a local conservation district;

3. Harvesting of wild crops;

4. Educational or scientific research, after consultation with the Washington Department of Wildlife or Fisheries;

5. Commercial fishing and trapping;

6. Low-intensity recreation, subject to the guidelines for the Recreation Intensity Classes and after consultation with the Washington Department of Wildlife;

7. All uses allowed in All Lands Designated Open Space.

State Park Recreation Areas

The following uses may be authorized on those portions of state park ownerships not suitable for major recreation facilities:

1. Fish and wildlife management activities conducted by federal or state resource agencies;

2. Soil, water or vegetation activities performed in accordance with a conservation plan approved by a local conservation district;

3. Harvesting of wild crops;

4. Educational or scientific research;

5. All uses allowed in All Lands Designated Open Space.

Special Management Area

The Scenic Area Act calls upon the Secretary of Agriculture to

> *"Protect and enhance open spaces."*

The Act also charges the Secretary to

> *"Designate lands suitable for the protection and enhancement of open spaces."*

Section 2(1) of the Act defines open spaces as follows:

> *"'Open spaces' means unimproved lands ... designated as open space ... Open spaces include:*
>
> - *Scenic, cultural and historic areas;*
> - *Fish and wildlife habitat;*
> - *Lands which support plant species that are endemic to the scenic area or which are listed as rare, threatened or endangered species pursuant to State or Federal Endangered Species Acts;*
> - *Ecologically and scientifically significant natural areas;*
> - *Outstanding scenic views and sites;*
> - *Water areas and wetlands;*
> - *Archaeological sites, Indian burial grounds and village sites, historic trails and roads and other areas which are culturally or historically significant;*
> - *Potential and existing recreation resources; and*
> - *Federal and State wild, scenic, and recreation waterways."*

The open space designation process was initiated by comparing the resource inventory maps to the land use suitability maps. The comparison indicated that many important open space resources lie within the SMA. Where the resource inventory maps identified sensitive areas, a decision had to be made as to how the resource would be protected. Where sensitive resources could not be protected by means such as regulations, an open space designation was applied.

Four sub-categories of Open Space are used: Open Space/ Scenic; Open Space/Natural; Open Space/Wildlife; and Open

Space/Cultural. The following goals, policies, and guidelines will protect and enhance these open space values.

SMA Goal

Open Space

Protect and enhance open space values.

SMA Policies

1. Open Space is designated to provide special protection for sensitive scenic, cultural, recreation, and natural resources.

2. Open Space designation includes the following subcategories:

   a. **Open Space/Scenic** protects the natural appearance of lands with high scenic values. These include areas of outstanding natural beauty, such as cliff faces, steep bluffs, canyons, water features, and tributary river corridors.

   b. **Open Space/Natural** protects wetlands, areas supporting ecologically and scientifically significant plant communities, and significant natural areas. Most of these areas contain concentrations of threatened, endangered, sensitive and endemic plants, and sensitive plant associations that are rare or unusual.

   c. **Open Space/Wildlife** protects sensitive and unique habitat values, threatened, endangered, sensitive and endemic species. These lands include habitat for significant wildlife species such as spotted owl, pine marten, pileated woodpecker, and anadromous fisheries.

   d. **Open Space/Cultural** protects concentrations of cultural resources. These lands contain known and potential significant concentrations of cultural resources.

3. Develop management plans for each open space area for protection and enhancement of resources of that area.

4. The Forest Service National Scenic Area office will facilitate the formation of partnerships with the appropriate local, state, and federal agencies and private organizations who will be encouraged to design and

implement management programs to enhance open space values.

5. Educational and interpretive programs are encouraged to promote understanding and enhancement of resources where they do not diminish the open space values.

6. New developments and land uses, including commercial forest practices, most structural development, and intensive recreation development shall be prohibited in open space areas.

7. Federal and state agencies shall review open space areas to determine the potential for classification as research natural areas or state natural areas.

8. All National Forest lands shall be subject to the laws and regulations pertaining to the National Forest system including National Environmental Policy Act (NEPA) and the Gifford Pinchot and Mount Hood National Forest Management Plans.

SMA Guidelines

1. The primary managing agency for open space areas shall prepare an open space management plan. The management plan shall be completed prior to any new land uses or development, and shall be reviewed by the Forest Service.

2. The open space management plan shall include the following:

   a. Direction for resource protection, enhancement, and management.

   b. Review of existing uses to determine compatibility with open space values.

   c. Consultation with members of the public, and agency and resource specialists.

3. The following uses shall be allowed without review:

   a. Maintenance, repair, or operation of existing dwellings, structures, trails, roads, railroads, and utility facilities.

b. Existing management practices.

4. The following uses may be allowed subject to review for compliance with scenic, cultural, natural, and recreational resources guidelines.

   a. Changes in management practices and existing use, including reconstruction, replacement, and expansion of existing structures.

   b. Structures or vegetation management activities, including scientific research, related to scenic, cultural, recreational, and natural resource enhancement projects.

   c. Low-intensity recreation uses including educational and interpretive facilities, consistent with the Recreation Resources, Part II, Chapter 4.

   d. Construction of new utility facilities that protect the scenic, natural, cultural, and recreation resources.

5. New signs as specified in Part I, Chapter 7, General Policies and Guidelines.

Chapter 4

Residential Land

Residential Land

Designation	GMA Acres	*SMA Acres*
R-1 1-acre min. lot size	190	n.a.
R-2 2-acre min. lot size	814	n.a.
R-5 5-acre min. lot size	2,721	n.a.
R-10 10-acre min. lot size	3,046	n.a.
Residential	n.a.	*60*
Total	**6,771**	***60***

General Management Area

Residential development may locate outside Urban Areas so long as it does not adversely affect the scenic, cultural, natural and recreation resources. In addition to consideration of these factors, lands may be designated as residential if deemed suitable for residential development

> *"taking into account the physical characteristics of the areas in question and their geographic proximity to transportation and commercial facilities and other amenities."*

GMA Goals

1. Protect and enhance the character of existing residential areas.

2. Residential development outside the urban areas shall not adversely affect scenic, cultural, natural or recreation resources.

3. Ensure that residential development does not adversely affect adjacent lands designated Agriculture and Forest.

4. Ensure consideration of physical characteristics of areas and their geographic proximity to transportation and commercial facilities and other amenities when designating lands for residential use.

GMA Policies

Designation Policies

1. Designate as Residential those lands currently devoted to residential use and other lands which are nearby and committed to residential use.

2. In determining whether an area is committed to residential use, the following factors must be considered:

   a. The relationship between a parcel and adjacent lands.

   b. Existing public facilities and services including, but not limited to: sewer, water, police protection, fire protection, school bus routes and roads.

   c. Parcel size(s) and ownership patterns. An examination must include a review of contiguous and non-aggregated ownerships which may, as constituent parcels, be utilized together for farm or forest use.

   d. Natural or manmade features or impediments separating an area from resource lands.

   e. The physical development of an area. An area may be physically developed to the extent that it is no longer available for resource use. This factor by itself does not commit an area.

   f. Evaluation of the long term, cumulative impacts associated with residential development on resources. These resources include, but are not limited to: conversion of adjacent agriculture and forest lands, compatibility with adjacent uses, impacts on water quality and quantity, services, and on scenic, cultural, natural or recreation resources of the National Scenic Area.

   g. Other factors which would make agriculture or forest use impracticable.

Land Use Policies

3. Minimum lot/parcel size for land divisions shall be established based upon the following factors:

   a. Avoidance of hazards including, but not limited to, steep slopes, fire danger, and groundwater pollution.

b. Adequacy of services, including, but not limited to, transportation, fire protection, police protection, schools, sewage disposal and water.

c. Protection of: (1) existing landscape setting; (2) wildlife habitat; (3) plant habitat; (4) scenic sensitivity; (5) cultural resources; (6) wetlands; and (7) Scenic Travel Corridors.

d. Potential for conflict with nearby farm and forest uses.

e. Proximity to existing and planned recreation uses.

4. Residential Minimum Lot/Parcel Sizes

a. A one (1) acre minimum shall be established for those lands designated Rural Center and for those lands designated Residential where single-family, residential development generally occurs at a density of one (1) dwelling unit per acre or greater. These residential areas are generally linked to an adjacent Rural Center or Urban Area where higher densities have a minimal impact on the factors listed in Policy 3.

b. A two (2) acre minimum shall be established for those lands designated Residential where parcelization and existing residential development occur at a density greater than five (5) acres and in a landscape setting where a rural character is somewhat retained. These lands occur in large enough blocks to minimize the impacts on adjacent agriculture and forest lands. A two (2) acre minimum will not be established in such areas if the potential number of new parcels that could be created would have an adverse cumulative impact upon the factors listed in Policy 3.

c. A five (5) acre or ten (10) acre minimum shall be established for those lands designated Residential which are situated in areas where a higher density would conflict with the factors listed in Policy 3. A ten (10) acre minimum will be established where a five (5) acre minimum would result in a cumulative adverse impact on one or more of the resources listed in Policy 3.

5. Local governments may allow creation of lots or parcels smaller than the designated minimum lot/parcel size in

the R-5 and R-10 designations, and award a density bonus, in order to cluster new residences to protect scenic, cultural, natural or recreational resources.

6. Adjacent agricultural and forest lands shall be protected from residential development.

7. New residential development within Residential designations located adjacent to forest designations shall comply with the guidelines for fire protection listed in Part I, Chapter 2.

8. Except as specifically identified, all legally created, undeveloped lots/parcels are entitled to one single-family dwelling upon review and compliance with guidelines in this plan established for the protection of scenic, cultural, natural and recreation resources. The location of a second dwelling unit, except in the case of a qualified temporary hardship dwelling, on a lot/parcel is not permitted.

9. Adjacent recreation uses shall be protected from residential development. Buffer areas shall be established between residential development and adjacent recreation uses.

GMA Guidelines

Activities Allowed Outright

1. The following activities may be allowed within a Residential designation without review:

   a. Agricultural use, as defined, except new cultivation.

   b. Forest use and practices, as defined, which does not conflict with conditions of approval for other permitted developments.

   c. Maintenance, repair or operation of existing roads, railroads and utility facilities.

   d. Buildings less than sixty (60) square feet in area and not exceeding eighteen (18) feet in height measured at the roof peak, which are accessory to a dwelling.

Review Uses

1. The following uses may be allowed within Residential designations subject to review for compliance with the guidelines prescribed for the protection of scenic, cultural, natural and recreation resources:

   a. One (1) single-family dwelling per legally created lot/parcel. If the subject lot/parcel is located adjacent to a Agriculture or Forest designation, the development shall comply with the buffer and notification requirements prescribed in the Agricultural or Forest Lands sections. If the subject parcel/lot is located within a Residential designation which is adjacent to a Forest designation, the placement of a dwelling shall also comply with the fire protection guidelines prescribed in Part I, Chapter 2.

   b. Buildings exceeding sixty (60) square feet in area and/or eighteen (18) feet in height as measured at the roof peak, which are accessory to a dwelling.

   c. The temporary use of a mobile home in the case of a family hardship, subject to guidelines for hardship dwellings listed in Part I, Chapter 7, General Policies and Guidelines.

   d. Construction or reconstruction of roads.

   e. On lots or parcels ten (10) acres or larger in the R-5 designation, or twenty (20) acres or larger in the R-10 designation, a land division creating new lots or parcels smaller than the designated minimum lot size, subject to the guidelines for cluster development in the Land Division subsection of Part I, Chapter 7, General Policies and Guidelines.

   f. New cultivation. Any operation that would cultivate land that has not been cultivated, or has lain idle for more than five (5) years shall be considered new cultivation and shall require review.

2. The following uses may be allowed within a Residential designation subject to review for compliance with the guidelines prescribed for protection of scenic, cultural, natural and recreation resources and upon findings that:

- The proposed use/development would be compatible with the surrounding area. Review of compatibility shall include impacts associated with the visual character of the area, traffic generation, effects of noise, dust and odors.

- The proposed use/development will not require public services other than those existing or approved for the area.

- If the subject parcel is located within five hundred (500) feet of an Agriculture or Forest designation, new buildings associated with the proposal development complies with the buffer guidelines prescribed in Part I, Chapter 1.

- If the subject parcel is located within five hundred (500) feet of a Forest designation, new buildings associated with the proposed development complies with the fire protection guidelines listed in Part I, Chapter 2.

a. Accredited child care center within a R-1 or R-2 designation. A child care center may be permitted in other Residential designations within an existing church or community building.

b. School within an existing church or community building.

c. Utility facilities and railroads.

d. Home occupation or cottage industry in an existing residence or accessory structure subject to guidelines for home occupations and cottage industries listed in Part I, Chapter 7, General Policies and Guidelines.

e. Fire stations.

f. Recreation development, subject to the Recreation Intensity Classes.

g. Community parks and playgrounds, consistent with the standards of the National Park and Recreation Society regarding the need for such facilities.

h. Bed and breakfast inn subject to the guidelines listed in Part I, Chapter 7, General Policies and Guidelines, may be permitted in a single-family dwelling located in a R-5 or R-10 designation.

Special Management Area

The Scenic Area Act allows for designation of existing concentrated residential development in the SMA, but the Act prohibits new residential development on parcels of less than 40 acres in size.

Rowena Dell in Wasco County and Latourell in Multnomah County were designated residential. These two areas contain small lot sizes, complete roads and utility infrastructure, and an existing concentrated pattern of development. The following goals, policies and guidelines will be used to manage these areas.

SMA Goal

Residential Land

Allow concentrated residential development only at Rowena Dell and Latourell.

SMA Policies

1. New land divisions are prohibited.

2. New multi-family dwellings are prohibited.

3. Construction of new dwelling units are allowed on 10 existing subdivision lots at Rowena Dell. New structures shall not adversely affect scenic, cultural, recreation, or natural resources.

4. At Latourell, contiguous lots under the same ownership as of November 17, 1986, are considered consolidated into a single parcel; splitting of these consolidated parcels, including lot line adjustments, is prohibited.

5. New structures shall not adversely affect scenic, cultural, recreation, or natural resources.

6. All National Forest lands shall be subject to the laws and regulations pertaining to the National Forest system including National Environmental Policy Act (NEPA) and the Gifford Pinchot and Mount Hood National Forest Management Plans.

SMA Guidelines

1. The following uses shall be allowed without review:

   a. Agricultural uses, as defined.

   b. Maintenance, repair, or operation of dwellings, signs, structures, existing trails, roads, railroads, and utility facilities.

   c. Accessory structures of less than 50 square feet in area and 18 feet in height measured at the roof peak.

2. The following uses shall be allowed subject to review for compliance with scenic, cultural, natural, and recreation resources guidelines.

   a. One single-family dwelling per legally created lot or consolidated parcel. The placement of a dwelling shall comply with fire protection standards developed by the county per Part I, Chapter 2, Non-Federal and Federal Forest Lands.

   b. Accessory structures over 50 square feet.

   c. New utility facilities.

   d. Fire stations.

   e. Home occupations and cottage industries subject to guidelines in Part I, Chapter 7, General Policies and Guidelines.

   f. Bed and breakfast inns, subject to the guidelines in Part I, Chapter 7, General Policies and Guidelines.

   g. Community parks and playgrounds.

   h. New road construction.

   i. Forest practices as specified in Part I, Chapter 2.

   j. Signs, as specified in Part I, Chapter 7, General Policies and Guidelines.

Chapter 5

Commercial Land

Commercial Land		
Designation	**GMA Acres**	***SMA Acres***
Rural Center	171	n.a.
Commercial	24	n.a.
Total	**195**	***0***

General Management Area

The Scenic Area Act states that commercial development shall be encouraged to locate in the designated Urban Areas. The Act allows commercial development outside Urban Areas so long as it does not adversely affect the scenic, cultural, recreation and natural resources. In addition,the Commission must take into account the physical characteristics of areas in question and their geographic proximity to transportation, commercial and industrial facilities, and other amenities before it designates land for commercial use.

GMA Goals

1. Protect and support the economy of the Columbia River Gorge by encouraging commercial development to occur in existing Urban Areas.

2. Protect and support the economy of the Columbia River Gorge by allowing new commercial development outside of Urban Areas where it will not adversely affect scenic, cultural, natural or recreation resources.

GMA Policies

Designation Policies

1. Designate for commercial development those areas outside Urban Areas which are suited for such development by physical characteristics, such as slope, and proximity to transportation, other commercial, and industrial facilities and to amenities.

2. Designate as Commercial those areas where commercial use is now taking place or took place in the immediate past and would not adversely affect scenic, cultural, natural or recreation resources. A commercial use shall be considered to have taken place in the immediate past if it has been active and has not been discontinued for more than one (1) year.

Land Use Policies

3. Designate as Rural Centers those areas which act as service centers and gathering places for concentrations of rural residences and which have all of the following characteristics:

   a. Node of existing commercial uses, or an existing commercial core;

   b. Substantial concentration of rural residences;

   c. Public, noncommercial gathering place such as a grange hall;

   d. School;

   e. Fire station;

   f. Location along a major travel corridor; and

   g. Definable area within which these characteristics occur.

4. Allow commercial development outside Urban Areas in those areas designated Rural Center, Commercial or Commercial Recreation or as provided for in the Recreation Intensity Classes.

5. In Rural Centers allow commercial uses of a type and scale appropriate to serve the needs of the rural community and limited tourist needs. Ensure that such commercial uses will not change the rural character of the community or compete with nearby Urban Areas for the tourist trade by limiting the uses to small-scale tourist commercial and community commercial.

6. Residential designations and densities within and in the vicinity of Rural Centers shall be established to limit the

need for additional community commercial development and community services to those lands which are currently available within the boundaries of existing Rural Centers.

7. In areas designated Commercial, allow single-family dwellings and uses that cater to the traveling or visiting public.

8. Home occupations and cottage industries may be permitted in the General Management Area if they are compatible with the surrounding area.

9. The minimum size for new lots/parcels created for commercial uses within a Rural Center shall be based upon the site requirements (sewerage, parking, building size, etc.) for the proposed use. Lot/parcel size will be determined by the county on a case-by-case basis.

10. Commercial development located outside the Urban Areas and Rural Centers shall be limited to a scale which serves local community and tourist needs.

11. Travelers accommodations, including bed and breakfast inns, may be allowed in the Rural Centers and Commercial designations. Bed and breakfast inns may be located in R-5 and R-10 designations. Historic dwellings, located outside the Rural Centers, Commercial, R-5 and R-10 designations may be considered for use as bed and breakfast inns.

12. New development proposals should be encouraged to follow planned unit development approaches, featuring consolidated access, commonly-shared landscaped open areas, etc.

GMA Guidelines

Activities Allowed Outright - Rural Centers and Commercial Designations

The following activities shall be allowed within Rural Centers without review:

1. Agricultural use as defined, except new cultivation.

2. Forest use and practices, as defined, which do not conflict with conditions of approval for other permitted developments.

3. Maintenance, repair and operation of existing roads, railroads, and utility facilities.

4. Buildings less than sixty (60) square feet in floor area and not exceeding eighteen (18) feet in height measured at the roof peak, which are accessory to a dwelling.

Review Uses - Rural Centers

The following uses may be allowed within Rural Centers subject to review for compliance with guidelines prescribed for the protection of scenic, cultural, natural and recreation resources:

1. One (1) single-family dwelling per legally created lot or parcel.

2. Buildings greater than sixty (60) square feet in area and/or eighteen (18) feet in height as measured at the roof peak, which are accessory to a dwelling.

3. The temporary use of a mobile home in the case of a family hardship, subject to guidelines for hardship dwellings listed in Part I, Chapter 7, General Policies and Guidelines.

4. Duplexes

5. Fire stations

6. Libraries

7. Government buildings

8. Community centers and meeting halls

9. Schools

10. Accredited child care centers

11. Rural service commercial and tourist commercial uses limited to 5,000 square feet of floor area per building or use.

    a. Grocery stores

    b. Variety and hardware stores

    c. Shops, offices and repair shops

    d. Personal services such as barber and beauty shops

    e. Travelers accommodations, bed and breakfast inns

    f. Restaurants

    g. Taverns and bars

    h. Gas stations

    i. Gift shops

12. Home occupations or cottage industries in existing residential or accessory structures subject to standards for home occupations and cottage industries listed in Part I, Chapter 7, General Policies and Guidelines.

13. Utility facilities and railroads

14. Recreation development, subject to Recreation Intensity Classes

15. Places of worship

16. New cultivation. Any operation that would cultivate land that has not been cultivated, or has lain idle for more than five (5) years shall be considered new cultivation and shall require review.

Review Uses - Commercial Designations

The following uses may be allowed within a Commercial designation subject to review for compliance with the guidelines prescribed for protection of scenic, cultural, natural and recreation resources and upon findings that:

- The proposal is limited to 5,000 square feet of floor area per building or use; and

- The proposed use or development would be compatible with the surrounding areas including review for impacts associated with the visual character of the area, traffic generation and the effects of noise, dust and odors.

1. Travelers accommodations, bed and breakfast inns

2. Restaurants

3. Gift shops

4. Home occupations or cottage industries in an existing residence or accessory structure subject to standards for home occupations and cottage industries listed in Part I, Chapter 7, General Policies and Guidelines.

5. One (1) single-family dwelling per legally created lot/parcel.

Special Management Area

The Scenic Area Act encourages commercial uses to locate within the Urban Areas to support economic development and to avoid adversely affecting the scenic, cultural, recreation or natural resources of the Scenic Area. Commercial development, other than commercial recreation identified in the Recreation Assessment, is defined as a major development action [Section 2(j)(2)] and new commercial development is therefore prohibited in Special Management Areas [Section 6(d)(5)]. Management direction for commercial recreation is defined in Part I, Chapter 6.

An inventory of existing land uses indicates that there are very few commercial developments within the SMA. Guidelines for home occupations and cottage industries are described in Part I, Chapter 7, General Policies and Guidelines.

SMA Policies

Commercial Land

1. New commercial uses and developments other than commercial recreation are not permitted in the Special Management Areas.

2. Expansion of existing commercial uses and developments may be allowed only within the dedicated site. Such expansion shall not adversely affect the scenic, cultural, recreation, or natural resources.

3. Existing commercial uses and developments, except sand, gravel, and crushed rock operations, are allowed to continue as "pre-existing commercial uses" on lands designated as Non-Federal, Federal Forest, Agriculture, or Public Recreation Land, if they remain substantially unchanged. Existing sand, gravel, and crushed rock operations used for forest practices may continue if they are used to manage or harvest forest products within the SMA; and if they do not adversely affect the scenic, cultural, recreational, and natural resources.

SMA Guidelines

1. Existing commercial uses and developments may expand as necessary for successful operation on the dedicated

site. Expansion beyond the dedicated site shall be prohibited.

2. Signs, as specified in Part I, Chapter 7, General Policies and Guidelines.

3. Commercial uses discontinued for one year or more shall be subject to the provisions of this Management Plan.

Chapter 6

Recreation Designations

Recreation Designations		
Designation	**GMA Acres**	***SMA Acres***
Public recreation	731	*1,486*
Commercial recreation	141	n.a.
Total	**872**	***1,486***

General Management Area

Public Recreation Designation

GMA Goal

Protect and enhance opportunities for publicly-owned, moderate and high intensity resource-based recreation uses on lands most suitable for such uses.

GMA Policies

1. Designate the following lands Public Recreation:

   a. Existing public park and recreation sites providing moderate and/or high intensity recreation uses;

   b. Those public lands suitable for moderate and/or high intensity recreation uses where provision of such uses is consistent with adopted policies, plans and programs of the owning or managing agency; and

   c. Those privately-owned lands most potentially suitable for provision of moderate and/or high intensity public recreation uses.

2. Consider lands highly suitable for Public Recreation designation to be those possessing significant potential for providing two or more of the following opportunities and which are readily accessible and lacking in hazards or highly sensitive resources:

   a. River access

b. Possibility of multiple recreation uses

c. Scenic appreciation

d. Facilities satisfying a demonstrated public recreation need

e. Trailhead

f. Enhancement of scenic, natural and/or cultural resources.

3. Allow uses other than those providing public recreation opportunities which do not interfere with existing or approved recreation uses on the subject site or adjacent lands, and which do not remove all potential future public recreation uses and permanently commit the site to non-recreation uses.

4. Allow commercial uses which are part of an existing or approved public recreation use and consistent with the policies and guidelines for private concessions and commercial uses at recreation sites contained in this chapter.

GMA Guidelines

1. The following uses may be allowed in Public Recreation designations without review:

   a. Forest use, as defined, which does not violate conditions of approval for other approved development.

   b. Maintenance, repair or operation of existing roads, railroads, and utility facilities.

2. The following uses may be allowed in Public Recreation designations, subject to review for compliance with guidelines for the protection of scenic, natural, cultural and recreational resources and Approval Criteria 1, 3, 4, 5, 6 and 7 (where applicable) as contained in the Recreation Intensity Class guidelines:

   a. Publicly-owned, resource-based recreation uses, as defined, consistent with Recreation Intensity Class policies, guidelines and conditional uses.

b. Commercial uses and non-resource based recreation uses which are part of an existing or approved, resource-based public recreation use consistent with policies, guidelines and conditional use criteria for such uses contained in this section

c. Farm use, as defined.

3. The following uses may be allowed within Public Recreation designations, subject to review for compliance with the Approval Criteria for Non-Recreation Uses in Public Recreation designations, and the guidelines for the protection of scenic, natural, cultural and recreational resources:

   a. Residences and accessory structures, limited to one single-family dwelling for each lot or parcel legally created prior to adoption of this Management Plan. Exceptions may be considered only upon demonstration that more than one residence is necessary for management of a public park.

   b. Agricultural buildings.

   c. Utility transmission, transportation and communication facilities.

4. Land divisions, pursuant to Approval Criteria for Non-Recreation Uses, criterion 3.

Approval Criteria for Non-Recreation Uses

1. The proposed use will not interfere with existing or approved public recreation uses on the subject property or adjacent lands. Mitigative measures utilized to comply with this criterion may include provision of on-site buffers, seasonal or temporary closures during peak recreation use periods, etc.

2. The proposed use will not permanently commit the majority of the site to a non-recreational use and will not remove all potential future resource-based public recreation uses. Careful siting and design of structures and other improvements may be utilized to comply with this criterion.

3. Land divisions may be allowed upon a demonstration that the proposed land division is necessary to facilitate, enhance or otherwise improve recreational uses on the site.

Commercial Recreation Designation

GMA Goal

Protect and enhance opportunities for commercially-owned, resource-based recreation and supporting commercial uses on lands containing such existing uses or lands proposed for such uses which have been deemed consistent with the National Scenic Area Act and approved.

GMA Policies

1. Designate as Commercial Recreation those lands with existing resource-based, commercial recreation uses and lands approved for such uses after the passage of the National Scenic Area Act.

2. Allow overnight accommodations, in addition to campgrounds, which are rural in scale, such as cabins or cottages, and closely associated with resource-based recreation opportunities located on-site or accessed through the site on adjacent lands.

3. Allow uses other than those providing commercially-owned, resource-based recreation opportunities which do not interfere with existing or approved recreation uses on the subject site or adjacent lands and which do not remove all potential future commercial recreation uses and permanently commit the site to non-recreational uses.

4. Allow commercial uses (such as restaurants) which are part of an existing or approved commercial recreation use and consistent with the policies and guidelines for private concessions and commercial uses at recreation sites contained in this chapter.

GMA Guidelines

1. The following uses may be allowed in Commercial Recreation designations without review:

   a. Forest use, as defined, which does not violate conditions of approval for other approved developments.

b. Maintenance, repair or operation of existing roads, railroads, and utility facilities.

2. The following uses may be allowed in Commercial Recreation designations, subject to review for compliance with guidelines for the protection of scenic, natural, cultural and recreational resources and Approval Criteria 1, 3, 4, 5, 6 and 7 (where applicable) as contained in the Recreation Intensity Class guidelines:

   a. Commercially-owned, resource-based recreation uses, as defined, consistent with Recreation Intensity Class policies and guidelines.

   b. Overnight accommodations which are part of an existing or approved commercially-owned resource-based recreation use, where such resource-based recreation use occurs on the subject site or is accessed through the site on adjacent lands, and which meet the following standards:

      (1) Buildings containing individual units are no larger in total floor area than 2500 square feet and no higher than two and one-half stories.

      (2) Buildings containing more than one unit are no larger in total floor area than 10,000 square feet and no higher than two and one-half stories.

      (3) The total number of individual units shall not exceed 25.

   c. Commercial uses, including restaurants sized to accommodate overnight visitors and their guests, and non-resource-based recreation uses which are part of an existing or approved resource-based commercial recreation use consistent with the policies, guidelines and conditional use criteria for such uses contained in this section.

   d. Farm use, as defined.

3. The following uses may be allowed within Commercial Recreation designations, subject to compliance with the Approval Criteria for Non-Recreation Uses in Commercial Recreation designations, and the guidelines for the

protection of scenic, natural, cultural and recreational resources.

a. Residences and accessory structures limited to one single-family dwelling for each lot or parcel legally created prior to adoption of this Management Plan.

b. Agricultural buildings.

c. Utility transmission, transportation and communication facilities.

d. Land divisions, pursuant to Approval Criteria for Non-Recreation Uses, criterion 3.

Approval Criteria for Non-Recreational Uses

1. The proposed use will not interfere with existing or approved commercial recreation uses on the subject property or adjacent lands. Mitigative measures utilized to comply with this criterion may include provision of on-site buffers, seasonal or temporary closures during peak recreation use periods, etc.

2. The proposed use will not permanently commit the majority of the site to a non-recreational use and will not remove all potential future resource-based commercial recreational uses. Careful siting and design of structure and other improvements may be utilized to comply with this criterion.

3. Land divisions may be allowed upon a demonstration that the proposed land division is necessary to facilitate, enhance or otherwise improve recreational uses on the site.

Special Management Area

The Scenic Area Act directs the Secretary of Agriculture to

"Protect and enhance public ... recreational resources..."

Management of recreation opportunities is designed to provide developed recreation sites while protecting scenic, cultural, and natural resources. Certain areas are identified and designated specifically for public recreation development emphasis. Most of these sites are in public ownership. Existing and proposed high intensity recreation sites are included in this designation. A Public Recreation designation is applied to these sites to insure that recreation opportunities are not foreclosed by other developments.

Goals and policies for recreation site development describe the emphasis that will be given to providing and enhancing recreation use of the Columbia River Gorge. The following goals, policies, and guidelines will direct uses and management of the land designated Public Recreation in the SMA's.

SMA Goal

Public Recreation

Protect and enhance lands that are suitable for public recreation.

SMA Policies

1. Public recreation shall be natural resource based.

2. Designate as Public Recreation all existing developed public recreation sites.

3. Recreation development shall meet the guidelines set forth in the the Recreation Resource, Part II, Chapter 4.

4. All new land uses and developments shall protect the scenic, natural, cultural, and recreational resources.

5. Protect opportunities for moderate and intensive natural resource based recreation development by applying a Public Recreation designation.

6. No new dwellings shall be permitted on parcels of less than 40 contiguous acres.

7. Dwellings shall only be allowed when they meet the conditions described in Agricultural Land, or Non-Federal and Federal Forest Lands, or when they are shown to be necessary for public recreation site management purposes.

8. Commercial recreation facilities shall not be permitted.

9. All National Forest lands shall be subject to the laws and regulations pertaining to the National Forest system including National Environmental Policy Act (NEPA) and the Gifford Pinchot and Mount Hood National Forest Management Plans.

SMA Guidelines

1. The following uses shall be allowed without review:

   a. Agricultural use, as defined.

   b. Maintenance, repair, or operation of existing dwellings, structures, trails, roads, railroads, utility facilities, and public recreation facilities.

   c. Accessory structures less than 50 square feet in area and 18 feet in height measured at the roof peak.

2. The following uses shall be allowed subject to review for compliance with scenic, cultural, natural, and recreational resources guidelines.

   a. Forest uses and practices as defined in Non-Federal and Federal Forest Land, Part I, Chapter 2.

   b. Public trails, consistent with the Recreation Resources, Part II, Chapter 4.

   c. Public recreational facilities, consistent with the Recreation Resources, Part II, Chapter 4.

   d. Public non-profit group camps, retreats, conference or educational centers, and interpretive facilities.

   e. All dwellings and accessory structures larger than 50 square feet.

   f. Home occupation and cottage industries, as specified in Part I, Chapter 7, General Policies and Guidelines.

g. Road construction and reconstruction.

h. New utility facilities within existing right-of-ways.

i. New signs as specified in Part I, Chapter 7, General Policies and Guidelines.

j. Structures or vegetation management activities for the purpose of wildlife, fisheries, or plant habitat enhancement projects.

SMA Policy

Commercial Recreation

New commercial recreation facilities are allowed under the conditions identified in the Recreation Resources and land use designations. Such facilities shall not adversely affect the scenic, cultural, recreational, or natural resources.

Chapter 7

General Policies and Guidelines

The policies and guidelines in this chapter affect all uses, developments and activities in the Scenic Area, regardless of designation. They address uses which are exempt from regulation under the Scenic Area Act, existing uses, conditional uses, land divisions, variances, uses authorized in many designations, community sewer and water services, and vegetation management.

This chapter includes:

Savings Policies ..... Page I-87
Existing Uses ..... Page I-89
Land Divisions and Cluster Development ..... Page I-90
Temporary Use - Hardship Dwelling ..... Page I-92
Sewer and Water Services ..... Page I-93
Docks ..... Page I-94
Home Occupations and Cottage Industries ..... Page I-94
Bed and Breakfast Inns ..... Page I-95
Industrial Development ..... Page I-96
Variances from Setbacks and Buffers ..... Page I-96
Vegetation Control Methods ..... Page I-97
Review Uses ..... Page I-97
SMA Sign Provisions ..... Page I-99
SMA Transportation ..... Page I-103
SMA Site Plan Requirements ..... Page I-105

Savings Policies

These statements of policy repeat and respond to direction in the Scenic Area Act that the Management Plan not affect certain uses and activities that take place in the Scenic Area.

1. The Commission and Forest Service shall, in the Management Plan and in implementation actions, protect the treaty and other rights of Indian tribes. Nothing in the plan may interfere with the exercise of those rights.

2. Lands held in trust by the Secretary of the Interior for Indian tribes or for individual members of Indian tribes, and lands acquired by the Army Corps of Engineers and administered by the Secretary of the Interior for the benefit of Indian tribes or of individual members of Indian tribes, shall be exempt from regulation under the

Management Plan or land use ordinances adopted by counties or the Commission pursuant to the Scenic Area Act. This exemption shall extend to lands selected by the Army Corps of Engineers as "in lieu" fishing sites pursuant to Public Law 100-581 before or after the effective date of the Management Plan. For those "in lieu" sites chosen after the effective date of the Management Plan, the exemption shall commence upon selection by the Army Corps of Engineers.

3. Rights to surface water or ground water shall be exempt from regulation under the Management Plan or land use ordinances adopted by counties or the Commission pursuant to the Scenic Area Act.

4. Water transportation activities on the Columbia River or any of its tributaries shall be exempt from regulation under the Management Plan or land use ordinances adopted by counties or the Commission pursuant to the Scenic Area Act. The term "activities" includes those facilities necessary for navigation.

5. The operation, maintenance and modification of existing transmission facilities of the Bonneville Power Administration shall be exempt from regulation under the Management Plan or land use ordinances adopted by the counties or the Commission pursuant to the Scenic Area Act.

6. Neither the Management Plan nor land use ordinances adopted by counties or the Commission pursuant to the Scenic Area Act may affect laws, rules or regulations pertaining to hunting or fishing.

7. Neither the Forest Service nor the Commission may establish any buffer zones or protective perimeters outside the boundaries of the National Scenic Area.

8. The operation, maintenance and improvement of navigation facilities at Bonneville Dam pursuant to federal law, except for the offsite disposal of excavation material, shall be exempt from regulation under the Management Plan or land use ordinances adopted by counties or the Commission under the Scenic Area Act.

9. In the General Management Area, the rights and responsibilities of non-federal timber landowners under the Forest Practices Acts of Washington and Oregon, or under county regulations which supersede those Acts, shall be exempt from regulation under the Management Plan or land use ordinances adopted by counties or the Commission pursuant to the Scenic Area Act.

Existing Uses

GMA/SMA Policy

Except as otherwise provided, existing uses may continue notwithstanding the policies and guidelines in this plan.

GMA/SMA Guidelines

1. Except as otherwise provided, any use or structure existing on the effective date of the Management Plan may continue so long as it is used in the same manner and for the same purpose as on that date.

2. Any use or structure damaged or destroyed by fire shall be treated as an existing use or structure if an application for replacement in kind and in the same location is filed within one year. Such uses or structures shall be subject to review for compliance with applicable guidelines for protection of scenic resources involving color, reflectivity and landscaping. Replacement of an existing use or structure by a use or structure different in purpose, size or scope shall be subject to the policies and guidelines in this Management Plan to minimize adverse effects on scenic, cultural, natural and recreational resources.

3. Replacement or reestablishment of a use or structure discontinued for one year shall be subject to the policies and guidelines in this Management Plan.

4. In Special Management Areas, existing commercial uses and multi-family residential may expand as necessary for successful operation on the dedicated site subject to guidelines to minimize adverse effects on scenic, cultural, natural and recreational resources. Expansion beyond the dedicated site shall be prohibited.

5. Existing industrial uses in the General Management Area may expand as necessary for successful operation on the

dedicated site. Expansion beyond the dedicated site shall be prohibited.

6. In General Management Area, existing industrial uses may convert to less intensive use. For purposes of this section, a less intensive use is a commercial, recreational or residential use with fewer adverse effects upon scenic, cultural, natural and recreational resources.

7. In the General Management Area, uses involving the development or production of sand, gravel or crushed rock, or the disposal of solid waste, that existed legally prior to November 17, 1986, may continue after a determination by the Commission that the uses do not adversely affect the scenic, cultural, natural or recreational resources of the Scenic Area.

8. Uses involving the exploration, development or production of sand, gravel or crushed rock in Special Management Areas may continue when:

   a. The sand, gravel, or crushed rock is used for construction or maintenance of roads used to manage or harvest forest products in Special Management Areas; and

   b. A determination by the Forest Service finds that the use does not adversely affect the scenic, cultural, natural or recreational resources.

9. Solid waste disposal sites or sanitary landfills are not allowed in Special Management Areas.

Land Divisions and Cluster Development

GMA/SMA Policies

1. In general, creation of a lot or parcel, regardless of lot or parcel size, shall be subject to the policies and guidelines in the Management Plan.

2. New land divisions in Special Management Areas are not allowed, unless the creation of a new lot or parcel will facilitate land acquisition by the federal government to achieve the policies and guidelines in the Management Plan.

GMA/SMA Guidelines

1. Unless otherwise specified, creation of a lot or parcel, regardless of size, or any division of land except a lot-line adjustment shall be subject to the policies and guidelines in the Management Plan.

2. At the time of creation of one or more new lots or parcels, consider consolidation of access in order to reduce adverse effects on scenic, cultural, natural and recreational resources.

3. Adjustment of the boundary between two or more contiguous lots or parcels which does not result in the creation of an additional lot or parcel may be made so long as none of the tracts larger than the minimum lot size before the adjustment becomes smaller than the specified minimum lot size after the adjustment.

4. Where authorized in Part I of this plan, a land division in the General Management Area may create lots or parcels smaller than the designated minimum size and may include a bonus, as specified below, in order to cluster new dwellings. Approval of cluster development shall be contingent upon submission of plans specifying dwelling sites and areas of permanent, undeveloped open land. To approve a cluster development, the local government must find that clustering new development will provide an opportunity not available through conventional lot-by-lot development to site new dwellings:

    a. In areas with screening vegetation or other features which reduce visibility of development as seen from Key Viewing Areas; or

    b. To avoid significant landscape features; or

    c. To protect the existing character of the landscape setting; or

    d. To reduce interference with movement of deer or elk in areas of inventoried winter range; or

    e. To avoid areas of known cultural resources; or

f. To consolidate road access, septic drainfields or other development features in order to reduce impacts associated with grading or ground disturbance; or

g. To reduce adverse effects to riparian areas, wetlands, natural areas, rare plants, sensitive wildlife sites or other natural resources; or

h. To increase the likelihood of agricultural or forest management on the undeveloped land left by the cluster development.

5. In the General Management Area, following cluster development, there may be no further division of any resulting lot or parcel for residential purposes until the subject property is included within the boundary of an Urban Area. The local government shall ensure permanent protection for open areas created by cluster development. No lot or parcel in a cluster development may be smaller than one acre in an R-5 or R-10 designation or two acres in an A-2 or F-3 designation.

6. In the General Management Area, bonus: A cluster development may create up to 25 percent more lots or parcels than otherwise allowed by the minimum lot size in the R-5 or R-10 designations and up to 50 percent more in the A-2 or F-3 designations. Any division in a cluster development under this guideline may create at least one additional lot or parcel.

7. In the General Management Area, at least 75 percent of land subject to a cluster development shall be permanently protected as undeveloped land.

8. Contiguous lots or parcels in the same ownership or in separate ownership may be consolidated and redivided to take advantage of cluster development bonuses.

Temporary Use - Hardship Dwelling

GMA Guidelines

A permit for the temporary placement of a mobile home in the General Management Area may be granted under the following circumstances:

1. A family hardship exists where conditions relate to the necessary care for a member of the family occupying the principal dwelling and where medical conditions relate to the infirm or aged.

2. The hardship dwelling will use the same subsurface sewage disposal system used by the existing dwelling, if the system is adequate to accommodate the additional dwelling, unless the additional dwelling can use an existing public sanitary sewer system.

3. The proposed placement is found to be consistent with applicable guidelines for protection of scenic, cultural, natural and recreational resources.

4. A permit may be issued for a two (2) year time period, subject to annual review for compliance with the provisions of this section and any other conditions of approval.

5. Upon expiration of the permit or cessation of the hardship, whichever comes first, the mobile home shall be removed within thirty (30) days.

6. A new permit may be granted upon a finding that a family hardship continues to exist.

Sewer and Water Services

GMA/SMA Policies

1. Sewer lines may be extended from an Urban Area into a rural area to serve:

   a. Areas with a documented health hazard;

   b. Recreation uses open to the public only upon a demonstration by the county that there is no practicable alternative to provide service to the area. In such cases, the lines shall be engineered and sized solely to serve the defined area or use. Such lines shall not be relied upon as the sole justification for revision to an urban area boundary.

2. New uses and development authorized by the Management Plan may hook up to existing sewer and water lines in rural areas.

Docks

GMA/SMA Policies

1. Encourage multiple use of docks on the Columbia River and its tributaries. Discourage private, single-purpose docks.

2. New docks shall be consistent with applicable guidelines for protection of scenic, cultural, natural and recreational resources.

GMA/SMA Guidelines

1. Allow new, private docks serving only one family and one property up to 120 square feet in size.

2. Allow new, private docks serving more than one family and property up to 200 square feet in size.

3. Allow public docks open and available for public use.

Home Occupations and Cottage Industries

GMA/SMA Policy

Allow small-scale cottage industry or commercial use associated with residential use subject to guidelines to minimize adverse effects on scenic, cultural, natural and recreational resources.

GMA/SMA Guidelines

1. Home occupations and cottage industries may be established as authorized in specified land use designations consistent with the following:

   a. A home occupation may employ only residents of the home.

   b. A cottage industry may employ up to three (3) outside employees.

   c. No more than twenty-five percent (25%) of the total actual living space of the dwelling may be utilized for the home occupation or cottage industry.

d. No more than five hundred (500) square feet of an accessory structure may be utilized for a home occupation or cottage industry.

e. There shall be no outside, visible evidence of the home occupation or cottage industry, including outside storage.

f. Exterior structural alterations to the residence for the home occupation or cottage industry shall not be permitted. New structures shall not be constructed for the primary purpose of housing a home occupation or cottage industry.

g. No retail sales may occur on the premises.

h. One (1) small, non-animated, non-illuminated sign, not exceeding two (2) square feet in area may be permitted on the subject structure or within the yard containing the home occupation or cottage industry.

i. Parking not associated with residential use shall be screened from Key Viewing Areas.

j. In the case of a lodging establishment which is two (2) bedrooms or less, the guidelines listed below for bed and breakfast inns shall also be met.

Bed and Breakfast Inns

GMA/SMA Policies

1. Allow bed and breakfast inns associated with residential use subject to guidelines to minimize adverse effects on scenic, cultural, natural and recreational resources.

2. Ensure that bed and breakfast inns remain rural in character and scale and distinct from motels or restaurants, which can locate in Urban Areas.

3. In Special Management Areas, allow bed and breakfast inns associated with residential use in structures which are either on or eligible for the National Register of Historic Places.

GMA/SMA Guidelines

1. Bed and breakfast inns may be established as authorized in specified land use designations consistent with the following:

   a. Guests may not occupy a facility for more than fourteen (14) consecutive days.

   b. One (1) small, non-animated, non-illuminated sign, not exceeding two (2) square feet in area, may be permitted on the structure or within the yard containing the facility.

   c. Parking areas shall be screened so as to not be visible from Key Viewing Areas.

Industrial Development

GMA/SMA Policy

New industrial development is not allowed in the National Scenic Area.

Variances from Setbacks and Buffers

GMA Policies

1. When setbacks or buffers specified in the guidelines for protection of scenic, cultural, natural, recreational, agricultural or forestry resources overlap or conflict, they should be varied in a manner to achieve, to the greatest extent possible, the overall protection of the affected resources.

2. Setbacks and buffers specified in the guidelines for protection of scenic, cultural, natural, recreational, agricultural or forestry resources shall not be applied in the General Management Area in such a manner as to deprive the owner of a tract of land of the opportunity to establish a residence on the land if that opportunity is otherwise authorized by the land use designation.

GMA Guidelines

1. When setbacks or buffers specified in the guidelines for protection of scenic, cultural, natural or recreational

resources overlap or conflict, the setbacks or buffers may be varied upon a demonstration that:

a. A setback or buffer specified in the Management Plan to protect one resource would cause the proposed use to fall within a setback or buffer specified in the plan to protect another resource; and

b. Variation from the specified setbacks or buffer would, on balance, best achieve the protection of the affected resources.

2. A setback or buffer specified in the guidelines for protection of scenic, cultural, natural or recreational resources may be varied in the General Management Area in order to allow a residence to be built on a tract of land upon a demonstration that:

a. The land use designation otherwise authorizes a residence on the tract;

b. There is no site on the tract (all contiguous lots or parcels under the same ownership) on which a residence could be placed practicably in full compliance with the setback or buffer;

c. The variance from the specified setback or buffer is the minimum necessary to allow the residence.

Vegetation Control Methods

GMA/SMA Policy

State and county highway right-of-way managers should use vegetation control methods that have the least adverse effect on soils, native plant populations, riparian areas, wetlands and wildlife habitat.

Review Uses

GMA/SMA Policies

1. Review uses are those uses subject to applicable guidelines for protection of scenic, cultural, natural, recreational, agricultural and forestry resources and such other

guidelines as are specified in the plan. Conditions are often applied to new review uses.

2. Counties shall provide notice to the four tribal governments of all applications that involve land divisions, residential, commercial or industrial development or the exploration, development or production of mineral resources.

3. Development or land uses by state or federal agencies shall comply with the policies and guidelines in the Management Plan.

GMA/SMA Guidelines

1. Conditions attached to approval of use or development shall be recorded in county deeds and records to ensure notice of the conditions to successors in interest.

2. New information about cultural resources, wildlife and plant habitat and wetlands shall be added by the Commission and the Forest Service to their inventories as soon after it becomes available as possible and shall be made available to the counties for use in review of development proposals.

3. A review use may be approved only pursuant to a process that provides at least the following:

   a. Notice of the application or notice of the initial decision to landowners within 200 feet of the perimeter of the subject property unless a greater distance is specified in the plan;

   b. Notice of the application to the Forest Service for new development and land uses in Special Management Areas;

   c. An opportunity to request a hearing; and

   d. A written decision with findings of fact and conclusions of law.

4. Where counties have no regulatory authority, the Forest Service and Commission shall develop agreements with the applicable state or federal agency for review of their land use or development proposals.

SMA Sign Provisions

Signs are one of the most prominent visual elements of the landscape. If well designed and placed, they can add interest while being informative. On the other hand, signs more than any other single feature can detract from even the most gorgeous scenic views. Important considerations in controlling signs include location and size, shape and materials, colors, and lettering styles. Signs in Special Management Areas should be designed and located in such a way as to communicate their messages in the least obtrusive manner while meeting basic needs for public safety and information. Traffic signs should be simple, easy to understand, and free of unnecessary elements and comply with the Manual for Uniform Traffic Control Devices (MUTCD).

SMA Goal

Allow signs in the Special Management Areas to meet the functional needs for which they are designed while minimizing scenic impacts.

SMA Policies

1. All signs located in SMAs within or adjacent to public road rights-of-way must be designed and located in compliance with the standards described in the Columbia River Gorge National Scenic Area Graphic Signing System and conform to MUTCD standards.

2. New signs shall meet the minimum provisions of these guidelines in all cases where these provisions do not conflict with other regulations intended for public safety and information.

SMA Guidelines

1. New signs shall be allowed as specified in the applicable land use designation.

2. No sign shall be erected or placed in such a manner that it may interfere with, be confused with, or obstruct the view of any traffic sign, signal or device.

3. Pre-existing signs are allowed to continue provided no changes occur in size, structure, color, or message.

4. All new signs shall meet the following guidelines, and be consistent with the Manual for Uniform Traffic Control Devices:

a. Signs shall be maintained in a neat, clean and attractive condition. Permits for signs maintained otherwise may be revoked by the permitting authority.

b. The character and composition of sign materials shall be harmonious with the landscape and/or related to and compatible with the main structure upon which the sign is attached.

c. Signs shall be placed flat on the outside walls of buildings, not on roofs or marquees.

d. Signs shall be unobtrusive and have low contrast with the setting.

e. The visual impact of the support structure shall be minimized.

f. Outdoor sign lighting shall be used for purposes of illumination only, and shall not be designed for, or used as, an advertising display, except for road safety signs.

g. Backs of all signs shall be visually unobtrusive, nonreflective, and blend in with the setting.

h. Sign internal illumination or backlighting shall not be permitted.

5. Temporary signs shall meet the following additional standards to the preceding:

a. One political sign per parcel road frontage. The sign shall be no greater than 12 square feet in area and displayed for no more than 60 calendar days. Removal must be accomplished within 30 days of election day.

b. "For Sale" sign not greater than 12 square feet, removal must be accomplished within 30 days of close of sale.

c. One temporary construction site identification sign which is not greater than 32 square feet. Removal must be accomplished within 30 days of project completion.

d. Signs providing direction to and announcement of temporary garage/yard sales provided placement duration

does not exceed three days and signs are not greater than two square feet in area.

e. Temporary signs advertising civil, social, or political gatherings and activities not exceeding 12 square feet and placed no longer than one week in advance of the event. Removal must be accomplished within 30 days of the close of the event.

f. Temporary signs of public service companies indicating danger and/or service and safety information. Removal must be accomplished upon project completion.

6. Signs on lands designated Agricultural Land shall meet the following standards in addition to guidelines one through five of this section:

   a. Farm, orchard or ranch name identification sign not larger than 16 square feet.

   b. Seasonal (i.e., not longer than four months) on-site signs may be permitted following these guidelines:

      (1) Signs identifying agricultural products may not be larger than eight square feet.

      (2) Two off-site directional signs no greater than four square feet may be placed no farther than 500 feet from the entrance to the premise.

7. Signs on lands designated Non-Federal or Federal Forest must meet the following standards in addition to guidelines one through five of this section:

   a. Two temporary off-site and on-premise directional signs not exceeding four square feet identifying tree-cutting areas may be placed no farther than 500 lineal feet along approach roads.

   b. Sign not exceeding 16 square feet identifying the ownership of a tree farm.

8. Residential and commercial signing shall meet the following standards in addition to guidelines one through five of this section:

a. Signs posted on private property warning the public against trespassing, danger from animals, the private nature of a road, driveway or premise, or signs prohibiting or otherwise controlling fishing or hunting, provided such signs are not greater than two square feet.

b. Any sign advertising or relating to a business which is discontinued for a period of 30 consecutive days shall be presumed to be abandoned and shall be removed within 30 days thereafter, unless permitted otherwise by the jurisdictional authority.

c. Any signs relating to or advertising for a business shall be brought into conformance with these sign guidelines prior to any expansion or change in use which is subject to review by the counties.

9. Public signs shall meet the following standards in addition to guidelines one through five of this section:

a. The Graphic Sign System provides design standards for public signs in and adjacent to public road rights-of-way. All new and replacement public signs shall conform to the guidelines in this system. Types of signs addressed include recreation site entry, route marker, interpretive, guide, directional, and urban area entry.

b. Signs located outside public road rights-of-way are encouraged to be designed in such a way as to be consistent with similar purpose signs described in the Graphic Signing System.

c. Signs posted by governmental jurisdictions giving notice to the public shall be no larger than that required to convey the message intended.

10. Signs for public and commercial recreation facilities shall meet the following guidelines in addition to guidelines one through five, and nine of this section:

a. Off-site and on-site directional signs on approach roads to recreational facilities may be permitted. Name and interpretive signs may be permitted on-site, but should be kept to the minimum required to achieve the purpose(s) of the facilities.

b. Commercial recreation businesses approved in conjunction with a recreational facility may have a name sign not exceeding 16 square feet.

c. Recreation developments may be permitted one on-premise name sign at each principal entrance. Such signs are encouraged to be of a low profile, monument type, and shall conform to the Graphic Sign System.

11. Prohibited Signs

a. Advertising billboards.

b. Signs that move or give the appearance of moving exclusive of signs otherwise regulated for purposes of warning or safety.

c. Portable or wheeled signs, or signs on parked vehicles where the sign is the primary use of the vehicle.

SMA Transportation

Access and management of the transportation network in the Scenic Area is important to implementation of the Management Plan. Seven major travel corridors (I-84, State Route 14, Highway 35, Highway 142, Highway 141, Highway 197, and the Historic Columbia River Highway) provide access through the Columbia River Gorge and to individual destinations. The visual impact of these corridors may be significant, and changes or improvements to the facilities must be designed to ensure that the benefits are not overshadowed by the impacts.

As recreation and economic development expand, numbers of visitors and residents using the transportation network will grow as well. Extensive demands on the existing transportation system are already leading to consideration of alternatives to traditional automobile access. These options must also be guided by comprehensive planning, integrating resource protection into design of programs and facilities.

SMA Goal Provide for transportation facilities to meet the needs of the traveling public and to implement the recreation development plan and land use designations while protecting scenic, cultural, recreational, and natural resources.

SMA Policies

1. All new transportation facilities will protect the scenic, cultural, recreational, and natural resources.

2. The Historic Columbia River Highway should be maintained as a historic tour route and recreation experience, and, where appropriate, as a farm-to-market and residential access road.

3. The scenic integrity of the Columbia River shall be protected while providing for navigation and recreation needs.

4. Changes or improvements to existing transportation facilities are allowed in all land use designations, including open space, when required for safety and designed to avoid or mitigate adverse effects on scenic, cultural, natural, and recreational resources.

5. Alternate modes of transportation to destination recreation facilities are encouraged, including use of shuttles, waterway facilities, and rail travel, to facilitate visitation and reduce impacts to scenic, cultural, natural, and recreational resources.

SMA Guidelines

1. A site plan shall be required for all new transportation facilities to ensure protection of the scenic, cultural, recreational, and natural resources.

2. Reduce sign clutter and other negative visual effects from excessive signs along all roads and highways, and at parking lots and recreation facilities.

3. Directional and safety signs are desired to the extent necessary to satisfy requirements for smooth traffic flow and public safety. All parties and jurisdictions placing such signs must do so in accordance with the Graphic Signing System, consistent with the standards in the Manual on Uniform Traffic Control Devices.

4. Interstate 84 shall not have interpretive signing except for signs permitted for services. Regulations, warning, service, and other signs as provided for in the Graphic Signing System are allowed.

5. Accommodation of facilities for mass transportation (bus parking, etc.) shall be required for all new high intensity (Class 3 and 4) day use recreation sites, except for sites predominantly devoted to boat access.

6. Mass transportation shall be considered and implemented, if feasible, for all proposed Recreation Intensity Class exceptions.

SMA Site Plan Requirements

SMA Policy All review uses and developments in Special Management Areas shall be accompanied by a site plan.

SMA Guidelines

1. The site plan shall be evaluated for compliance with guidelines for the protection of scenic, cultural, recreational, natural, agricultural, and forestry resources and such other guidelines as specified in the Management Plan.

2. The site plan shall include:

   a. Applicant's name.

   b. A written description of proposed development or activity.

   c. A scaled drawing of the area in question. The drawing shall be at a scale large enough for easy interpretation and shall show the following:

      (1) Scale and North arrow;

      (2) Boundary of proposed development with dimensions;

      (3) Property lines and easements;

      (4) Existing and proposed roads, including widths;

      (5) Existing and proposed structures, including size;

      (6) Existing trails;

      (7) Significant topographic features;

(8) Water courses and bodies of water;

(9) Proposed location of all improvements, including outdoor lighting, power, sewer, water, planting etc.;

(10) Boundary and depth of grading and excavation, and methods to control soil erosion and stream sedimentation;

(11) All vegetation, including type and size of trees; and

(12) Delineation of the dedicated site for commercial or industrial development expansion proposals.

Part II:

Resource Protection and Enhancement

Table of Contents

Chapter 1: Scenic Resources
- GMA ..... Page II-1
- SMA ..... Page II-43

Chapter 2: Cultural Resources
- GMA ..... Page II-51
- SMA ..... Page II-76

Chapter 3: Natural Resources
- GMA ..... Page II-85
- SMA ..... Page II-141

Chapter 4: Recreation Resources
- GMA ..... Page II-151
- SMA ..... Page II-181

Chapter 1

Scenic Resources

General Management Area

The Columbia Gorge is world-renowned for its outstanding scenic beauty. It is widely acknowledged that the need to protect the special scenic resources of the Gorge provided the major impetus for the establishment of the National Scenic Area.

The National Scenic Area Act's first purpose, as stated in Section 3(1), includes a mandate to protect and enhance scenic resources of the Columbia River Gorge. The Act directs the Commission to inventory the scenic resources of the Gorge and protect them through establishment of guidelines and designation of areas as open space. Open spaces, which the Commission is charged to protect and enhance [Section 6(d)], include

> *"scenic...areas...outstanding scenic views and sites...and Federal and State wild, scenic and recreation waterways" [Section 2(1)].*

Six maps were developed in the process of inventorying scenic resources. These maps were developed based on the Forest Service Visual Management System. They have been used to develop policies and guidelines which are responsive to the differing levels of visual significance and sensitivity of various parts of the Gorge, and which highlight protection of landscapes seen by large numbers of people. The first inventory map created, "Visual Attributes," identified the 12 predominant landscape types found in the Gorge, ranging from rural townscapes to cliffs. The "Landscape Diversity" map gauged the variety of visual features in the landscape. A basic premise of the visual management system is that visual diversity is a key element of those landscapes people find most visually appealing and interesting. Much of the Gorge, with it steep landforms, forested slopes, waterfalls, pastoral areas and rural townscapes, has outstanding visual diversity. A "Seen Areas" map showed which areas are visible from Key Viewing Areas. The Key Viewing Areas are important public vantage points from which Gorge landscapes are

viewed. Scenic protection of lands seen from these vantage points has been emphasized in the interim management period. The Management Plan proposes to maintain this direction. The "Landscape Significance" map combined the "Seen Areas" and "Landscape Diversity" maps, based on the concept that the most significant landscapes are those which are most visually diverse and seen from important viewpoints. The "Visual Absorption Capability" map displays the relative ability of different Gorge landscapes to absorb change (through new development) without diminishing their scenic qualities. It is based primarily on the degree of slope and amount of vegetative cover. "Landscape Sensitivity," the last of the six inventory maps, combines "Landscape Significance" with "Visual Absorption Capability," such that the most visually sensitive lands are those which are both highly significant and most vulnerable to visual impacts from new development.

In addition to these inventory maps, a detailed visual inventory of the three major travel corridors in the Gorge (Interstate 84, Washington State Route 14 and the Historic Columbia River Highway) was undertaken as part of this planning process. The "Columbia River Gorge National Scenic Area Corridor Visual Inventory," completed in April, 1990, was an interagency study conducted by the Commission, the U.S. Forest Service, and the Departments of Transportation of Oregon and Washington. It inventoried different types of landscapes the corridors traverse, highly scenic features, discordant features and enhancement opportunities, places with opportunities for viewpoints and recreation sites, and other important visual aspects of the corridors' foregrounds. Specific recommendations influenced the direction and substance of "Scenic Travel Corridors" goals, objectives and policies. The landscape character types identified in the study were also an important source of information used in mapping and defining landscape settings.

Several major challenges and key issues faced the Commission in developing scenic resource protection provisions. One of the greatest challenges has been the need to establish guidelines to accommodate new development in a manner which protects Gorge scenic quality in the face of significant growth pressures for residences and related development. These pressures are due to a number of factors, including substantial growth of the Portland metropolitan area and the rapid development of the Gorge as the leading windsurf-

ing area in North America, if not the whole world. The fact that the Gorge consists of many steep areas where development can be highly visible, combined with the desire for new residences with panoramic views poses major challenges. The need to develop provisions which address long-term, cumulative effects of new development on the character of existing landscapes is as crucial as measures addressing the impacts of individual developments.

Another challenge involves meeting the Scenic Area Act's mandate to increase recreation river access while protecting scenic resources. Much of the shoreline area is both significant and sensitive from a scenic standpoint. This challenge required specific policies and guidelines which accommodate additional river-oriented recreation in a careful and sensitive manner.

In response to these mandates and challenges, the Commission has developed specific programs addressing protection of scenic quality on lands seen from Key Viewing Areas, maintenance of existing landscape settings, establishment of Scenic Travel Corridors and provisions for signage. The Scenic Resources chapter is divided into the following five sections:

Provisions For All New Development ..... Page 3
Key Viewing Areas ..... Page 6
Landscape Settings ..... Page 15
Scenic Travel Corridors ..... Page 35
Signs ..... Page 40

Provisions For All New Development

The goals, objectives, policies and guidelines of this chapter provide a framework to guide actions of federal, state and local agencies and private entities which may affect scenic resources of the National Scenic Area. This section includes provisions which apply to all new proposed developments in the General Management Area, regardless of whether other specific provisions related to Key Viewing Areas, Landscape Settings, or Scenic Travel Corridors apply. Basic site plan requirements for all new development are included in this section.

GMA Goal

Protect and enhance the scenic resources of the National Scenic Area.

GMA Objectives

1. Encourage the establishment of programs offering incentives and other means of implementing scenic resource enhancement objectives and policies for existing uses, targeting private landowners, railroad and utility companies, and transportation and other public agencies.

2. Encourage the establishment of a National Scenic Area public land conservancy and/or non-profit land trust to acquire fee interest, conservation easements and other interests in properties the preservation of which is important for protection of Gorge landscape settings and scenic values.

GMA Policies

1. Except for production and/or development of mineral resources, nothing in the Key Viewing Areas or Landscape Settings sections shall be used as grounds to deny proposed developments otherwise consistent with other provisions of this Plan.

2. The goals, objectives, policies and guidelines in this chapter shall not affect agriculture or forest practices, and equipment or structures (other than buildings) associated with such practices, such as irrigation equipment or orchard fans.

3. New development shall be compatible with its landscape setting (specific descriptions in Landscape Settings section).

4. New production and/or development of mineral resources and expansion of existing quarries shall include a reclamation plan to restore the site to a natural appearance which blends with and emulates surrounding landforms to the maximum extent practicable.

5. New development shall retain existing landforms and strive to fit into the existing topography to the maximum extent feasible.

GMA Guidelines

1. New buildings and roads shall be sited and designed to retain the existing topography and reduce necessary grading to the maximum extent practicable.

2. New buildings shall be generally consistent with the height and size of existing nearby development.

3. Project applicants shall be responsible for the proper maintenance and survival of any planted vegetation required by the guidelines in this chapter.

4. A site plan and application shall be submitted for all new buildings, except for buildings smaller than 60 square feet in area and less than 18 feet in height, as measured at the roof peak. The site plan and application shall include the following:

   a. A determination of whether the proposed building(s) or roads are on lands visible from Key Viewing Areas;

   b. A site plan indicating location of the proposed building(s) and associated roads, utilities, parking areas; and

   c. A description of proposed building(s)' height, shape and size (total square footage of floor area).

5. If it is determined that the proposed development is on lands visible from a Key Viewing Area (pursuant to Guideline 4.a), the applicant shall submit the site plan information specified in Guideline 4 of the "Key Viewing Areas" section of this chapter. For all proposed structures, the determination of compatibility with the landscape setting shall be based on information submitted in Guideline 4 of this section.

6. For all new production and/or development of mineral resources and expansion of existing quarries, a reclamation plan is required to restore the site to a natural appearance which blends with and emulates surrounding landforms to the maximum extent practicable. Such a plan shall be approved by the appropriate state agency for uses under their jurisdiction, or approved by the local government with technical assistance from applicable

state agencies for uses not under state agency jurisdiction. At minimum, such reclamation plans shall include:

a. A map of the site, at a scale of 1" = 500' or a scale at greater detail with 10 foot contour intervals or less, showing pre-mining existing grades and post-mining, final grades; locations of topsoil stockpiles for eventual reclamation use; location of catch-basins or similar drainage and erosion control features employed for the duration of the use; and the location of storage, processing and equipment areas employed for the duration of the use;

b. Cross-sectional drawings of the site showing pre-mining and post-mining grades;

c. Descriptions of the proposed use, in terms of estimated quantity and type of material removed, estimated duration of the use, processing activities, etc.;

d. Description of drainage/erosion control features to be employed for the duration of the use; and

e. A landscaping plan providing for revegetation consistent with the vegetation patterns of the subject landscape setting, indicating the species, number, size and location of plantings for the final reclaimed grade, as well as a description of irrigation provisions or other measures necessary to ensure the survival of plantings.

Key Viewing Areas

The Management Plan for the General Management Area contains a list of "Key Viewing Areas." These Key Viewing Areas represent important public viewpoints, travelways, parks and other important areas open to the public offering opportunities to view Gorge scenery. The scenic resources protection program for the National Scenic Area has as its primary emphasis the preservation of scenic quality for those lands visible from Key Viewing Areas. At minimum, new development proposed in the Key Viewing Areas' viewshed is to be pursued in a manner which blends such development with its surroundings. Provisions to ensure that new develop-

ment will be visually subordinate emphasizes design measures involving siting, use of topographic features and vegetation for screening, color and reflectivity of exterior building materials to achieve this goal.

GMA Goal

Emphasize protection and enhancement of Gorge landscapes seen from Key Viewing Areas.

GMA Objectives

1. Establish scenic enhancement programs prioritizing enhancement of lands seen from Key Viewing Areas.

2. Establish a program to phase out existing quarries and associated activities and develop reclamation plans for such quarries at sites where the Commission determines that such uses adversely affect scenic resources on land visible from Key Viewing Areas. The Commission shall initiate this objective by inventorying existing quarries visible from Key Viewing Areas. Phase out plans may require some additional quarrying activity for a limited time to best achieve contours which blend with surrounding landforms. Phase out and reclamation plans for particular quarries shall include a specified time period for completion, not to exceed five years from the commencement of such plans.

3. Encourage mining reclamation methods and features which enhance wildlife habitat and wetlands, ameliorate visual impacts of existing quarries, and accelerate achievement of desired visual quality objectives.

4. Encourage use of planned unit developments, clustering, lot reconfiguration and consolidation, and other techniques to reduce visual impacts of new development on lands visible from Key Viewing Areas possessing high or critical visual sensitivity.

5. Encourage plantings of native species or species characteristic of the landscape setting to screen existing development which is not visually subordinate on lands visible from Key Viewing Areas possessing high or critical visual sensitivity.

GMA Policies

1. Identify important public roads, parks, and other vantage points providing public scenic viewing opportunities as

Key Viewing Areas, as identified in the Glossary of this Management Plan.

2. Except for new production and/or development of mineral resources, new development on lands seen from Key Viewing Areas shall be visually subordinate to its landscape setting. This policy shall not apply to specified developed settings not visually sensitive (as identified in the Landscape Setting section) and rehabilitation or modifications to significant historic structures.

3. New utility transmission lines, transportation and communication facilities, docks and piers, and repairs and maintenance of existing lines, roads and facilities shall be visually subordinate as seen from Key Viewing Areas to the maximum extent practicable.

4. New buildings shall be prohibited on steeply sloping lands visible from Key Viewing Areas.

5. Proposals involving substantial grading on moderately to steeply sloping lands visible from Key Viewing Areas shall include a grading plan addressing visual impacts of grading activities. All graded areas shall be revegetated to the maximum extent practicable.

6. Development along the shoreline of the Columbia River and lands immediately adjacent thereto shall be limited to water-dependent development and water-related recreation development.

7. New production and/or development of mineral resources on sites visible in the foreground or middle ground from Key Viewing Areas shall be permitted if fully screened from view from those Key Viewing Areas. New production and/or development of mineral resources on sites visible in the background from Key Viewing Areas shall be permitted if visually subordinate to its setting as seen from those Key Viewing Areas.

8. Expansion of existing quarries on sites visible from Key Viewing Areas shall be permitted if visually subordinate to its setting as seen from Key Viewing Areas.

9. In addition to the guidelines contained in this section, applicable design guidelines specified for a particular

landscape setting shall be used to ensure that new development on lands seen from Key Viewing Areas is visually subordinate to its setting in a manner responsive to the unique character of that setting.

GMA Guidelines

1. Size, height, shape, color, reflectivity, landscaping, siting or other aspects of proposed development shall be evaluated to ensure that such development is visually subordinate to its setting as seen from Key Viewing Areas.

2. The extent and type of conditions applied to a proposed development to achieve visual subordinance should be proportionate to its potential visual impacts as seen from Key Viewing Areas. Primary factors influencing the degree of potential visual impact include: the amount of area of the building site exposed to Key Viewing Areas, the degree of existing vegetation providing screening, the distance from the building site to the Key Viewing Areas it is visible from, and the number of Key Viewing Areas it is visible from.

3. Determination of potential visual effects and compliance with visual subordinance policies shall include consideration of the cumulative effects of proposed developments.

4. For all buildings, roads or mining and associated activities proposed on lands seen from Key Viewing Areas, a site plan and application shall be submitted, including the following:

   a. An evaluation of the proposed development's visibility from Key Viewing Areas, specifying which Key Viewing Areas and their approximate distance from the site;

   b. A site plan indicating location of the proposed development, and associated roads, utilities, parking areas, drainfields and landscaping provisions;

   c. For buildings, a description of the proposed building(s)' height, shape, size, color, exterior building materials, exterior lighting, and landscaping details (type of plants used, number, size, locations of plantings, and any irrigation provisions or other measures to ensure the survival of landscaping planted for screening purposes);

d. Elevation drawings showing the appearance of proposed building(s) when built and surrounding final ground grades, for all buildings over 400 square feet in area; and

e. For proposed mining and associated activities, submittal of plans and information pursuant to Guideline 6 of the "Provisions for All New Development" section of this chapter. Submitted information shall include drawings of the proposed mining areas as seen from Key Viewing Areas. The determination of visual subordinance from Key Viewing Areas shall be based on information submitted pursuant to these Guidelines, and supplemented by field visits when feasible.

5. New buildings or roads shall be sited on portions of the subject property which minimize visibility from Key Viewing Areas, unless the siting would place such development in a buffer specified for protection of wetlands, riparian corridors, endemic and listed plants, sensitive wildlife sites or conflict with guidelines to protect cultural resources. In such situations, development shall comply with this guideline to the maximum extent practicable.

6. In siting new buildings and roads, use of existing topography and vegetation to screen such development from Key Viewing Areas shall be prioritized over other means of achieving visual subordinance, such as planting of new vegetation or use of artificial berms to screen the development from Key Viewing Areas.

7. Driveways and buildings shall be designed and sited to minimize grading activities and visibility of cut banks and fill slopes from Key Viewing Areas.

8. The exterior of buildings on lands seen from Key Viewing Areas shall be composed of nonreflective materials or materials with low reflectivity, unless the structure would be fully screened from all Key Viewing Areas by existing topographic features.

9. Exterior lighting shall be directed downward and sited, hooded and shielded such that it is not highly visible from Key Viewing Areas. Shielding and hooding materials shall be composed of non-reflective, opaque materials.

10. Additions to existing buildings smaller in total square area than the existing building may be the same color as the existing building. Additions larger than the existing building shall be of colors specified in the design guidelines for the subject property's landscape setting.

11. Rehabilitation of or modifications to existing significant historic structures shall be exempted from visual subordinance requirements for lands seen from Key Viewing Areas. To be eligible for such exemption, the structure must be included in or eligible for the National Register of Historic Places or be in the process of applying for a determination of significance pursuant to such regulations. Rehabilitation of or modifications to structures meeting this guideline shall be consistent with National Park Service regulations for such structures.

12. The silhouette of new buildings shall remain below the skyline of a bluff, cliff or ridge as seen from Key Viewing Areas.

13. An alteration to a building built prior to November 17, 1986, which already protrudes above the skyline of a bluff, cliff or ridge as seen from a Key Viewing Area, may itself protrude above the skyline if:

    a. The altered building, through use of color, landscaping and/or other mitigation measures, contrasts less with its setting than before the alteration; and

    b. There is no practicable alternative means of altering the building without increasing the protrusion.

14. New main lines on lands visible from Key Viewing Areas for the transmission of electricity, gas, oil, other fuels, or communications, except for connections to individual users or small clusters of individual users, shall be built in existing transmission corridors unless it can be demonstrated that use of existing corridors is not practicable. Such new lines shall be underground as a first preference unless it can be demonstrated to be impracticable.

15. New communication facilities (antennae, dishes, etc.) on lands visible from Key Viewing Areas, which require an open and unobstructed site shall be built upon existing

facilities unless it can be demonstrated that use of existing facilities is not practicable.

16. New communications facilities may protrude above a skyline visible from a Key Viewing Area only upon demonstration that:

    a. The facility is necessary for public service;

    b. The break in the skyline is seen only in the background; and

    c. The break in the skyline is the minimum necessary to provide the service.

17. Overpasses, safety and directional signs and other road and highway facilities may protrude above a skyline visible from a Key Viewing Area only upon a demonstration that:

    a. The facility is necessary for public service;

    b. The break in the skyline is the minimum necessary to provide the service.

18. Except for water-dependent development and for water-related recreation development, development shall be set back 100 feet from the ordinary high water mark of the Columbia River below Bonneville Dam, and 100 feet from the normal pool elevation of the Columbia River above Bonneville Dam, unless the setback would render a property unbuildable. In such cases, variances to this guideline may be authorized.

19. New buildings shall not be permitted on lands visible from Key Viewing Areas with slopes in excess of 30 percent. Variances to this guideline may be authorized if its application would render a property unbuildable. In determining the slope, the average percent slope of the proposed building site shall be utilized.

20. All proposed structural development involving more than 100 cubic yards of grading on sites visible from Key Viewing Areas and which slope between 10 and 30 percent shall include submittal of a grading plan. This plan shall be reviewed by the local government for compliance with

Key Viewing Area policies. The grading plan shall include the following:

a. A map of the site, prepared at a scale of 1" = 500' or a scale providing greater detail with contour intervals of at least 5 feet, including:

   (1) Existing and proposed final grades;

   (2) Location of all areas to be graded, with cut banks and fill slopes delineated;

   (3) Estimated dimensions of graded areas; and

b. A narrative description (may be submitted on the grading plan site map and accompanying drawings) of the proposed grading activity, including:

   (1) Its purpose;

   (2) An estimate of the total volume of material to be moved;

   (3) The height of all cut banks and fill slopes;

   (4) Provisions to be used for compactions, drainage, and stabilization of graded areas (preparation of this information by a licensed engineer or engineering geologist is recommended);

   (5) A description of all plant materials used to revegetate exposed slopes and banks, including type of species, number of plants, size and location, and a description of irrigation provisions or other measures necessary to ensure the survival of plantings; and

   (6) A description of any other interim or permanent erosion control measures to be utilized.

21. Expansion of existing quarries and new production and/or development of mineral resources proposed on sites more than three miles from the nearest Key Viewing Areas from which it is visible may be allowed upon a demonstration that:

a. The site plan requirements for such proposals pursuant to Guideline 4 of this section have been met;

b. The area to be mined and the area to be used for primary processing, equipment storage, stockpiling, etc. associated with the use would be visually subordinate as seen from any Key Viewing areas; and

c. A reclamation plan to restore the site to a natural appearance which blends with and emulates surrounding landforms to the maximum extent practicable has been approved. The plan shall be approved by the applicable state agency with jurisdiction, or approved by the local government with technical assistance from applicable state agencies for uses not under state agency jurisdiction. At minimum, a reclamation plans shall comply with Guideline 6 of the "Provisions for All New Development" section of this chapter.

22. Unless addressed by Guideline 21 of this section new production and/or development of mineral resources may be allowed upon a demonstration that:

    a. The site plan requirements for such proposals pursuant to Guideline 4 of this section have been met;

    b. The area to be mined and the area used for primary processing, equipment storage, stockpiling, etc. associated with the use would be fully screened from any Key Viewing Area; and

    c. A reclamation plan to restore the area to a natural appearance which blends with and emulates surrounding landforms to the maximum extent practicable has been approved by the applicable state agency with jurisdiction, or approved by the local government with technical assistance from applicable state agencies for uses not under state agency jurisdiction. At minimum, reclamation plan shall comply with Guideline 6 of the "Provisions for All New Development" section in this chapter.

23. An interim time period to achieve compliance with visual subordinance requirements for expansion of existing quarries and development of new quarries located more than three miles from the nearest visible Key Viewing Area

shall be established prior to approval. The interim time period shall be based on site-specific topographic and visual conditions, but shall not exceed three years beyond the date of approval.

24. An interim time period to achieve compliance with full screening requirements for new quarries located less than three miles from the nearest visible Key Viewing Area shall be established prior to approval. The interim time period shall be based on site-specific topographic and visual conditions, but shall not exceed one year beyond the date of approval. Quarrying activity occurring prior to achieving compliance with full screening requirements shall be limited to activities necessary to provide such screening (creation of berms, etc.).

25. Compliance with specific approval conditions to achieve visual subordinance (such as landscaped screening) shall occur within a period not to exceed two years after the date of development approval. This guideline shall apply to all development regulated by this section except for mining and associated activities.

Landscape Settings

The Columbia River Gorge National Scenic Area is a region of exceptional beauty. To a large degree, this visual richness comes from the diversity of Gorge landscape settings, each with its own unique character. Landscape settings are the combination of land uses, landforms and vegetation patterns which distinguish an area in appearance and character from other portions of the National Scenic Area.

Landscape settings goals, policies and guidelines, as defined and identified in this Management Plan, represent a long-term vision of scenic protection as expressed in the landscape. Design guidelines are provided to ensure that new developments are compatible with and maintain the character of their settings. They provide specific measures to achieve compliance with visual subordinance standards for lands seen from Key Viewing Areas in a manner responsive to the distinct character of each setting. These guidelines are not intended to limit imagination, variety or creative design solutions.

Landscape Settings

Designation	GMA Acres	*SMA Acres*
Wildlands	n.a.	*56,905*
Gorge Walls & Canyonlands	3,838	n.a.
Coniferous Woodland	27,176	*37,249*
Oak-Pine Woodland	18,696	*5,701*
Pastoral	13,874	*4,658*
River Bottomlands	2,718	*9,534*
Grassland	38,958	n.a.
Residential	216	*107*
Rural Residential	3,224	n.a.
Rural Residential & Pastoral	2,553	n.a.
Rural Residential & Coniferous Woodland	1,161	n.a.
Village	271	n.a.
Columbia River	33,822	n.a.
BIA Land (exempt)	2,992	*475*

GMA Goals

1. Maintain the diversity of Gorge landscapes to protect and enhance the Gorge's scenic beauty.

2. Retain the existing character of the Gorge's rural landscapes and two Rural Centers.

3. Protect existing riverfront landscape settings when providing additional recreational river access and ensure that riverfront recreation is provided in a manner compatible with those settings.

GMA Policies

1. New developments shall be compatible with their landscape setting and maintain the integrity of that setting.

2. These goals, policies and guidelines apply only to developments and uses subject to review, pursuant to this Management Plan. While agricultural and forest practices influence landscape settings, they are not subject to the goals, policies and guidelines included herein regarding landscape settings.

3. Due to the dynamic nature of landscape settings, these settings shall be re-evaluated in the periodic plan review process. Substantial changes, particularly with respect to changes of large areas between wooded and agricultural

settings, shall be reflected in periodic revisions to the Management Plan.

4. Maintenance of landscape settings shall be a key consideration in determining minimum parcel sizes for General Management Area land use designations.

5. The "Compatible Recreation Use Guidelines" shall provide the basis for evaluating cumulative effects of recreation proposals on landscape settings, including types and intensities of recreation uses.

GMA Descriptions and Guidelines

Pastoral

Overview and Land Use

Pastoral settings are essentially agrarian in character, typified by areas of pastures and intensive agriculture. This setting includes areas where orchards, vineyards, row crops, and irrigated pasture predominate the landscape. This setting often includes woodlots and scattered rural residential development. Visual features distinguishing this setting include large expanses of cultivated fields and pastures punctuated by clusters of farm accessory buildings and hedgerows or poplar rows defining distinct fields. Some small parcels with residences occur but many parcels range between forty and several hundred acres in size.

Landforms

These settings usually occur on level ground or gently rolling terrain. Some of these landscapes are found on relatively flat terraces and benches at the top of steep slopes which form the walls of the Gorge. Other pastoral areas occur in the fertile valleys of the major tributaries flowing into the Columbia River.

Vegetation

Culturally-influenced vegetation patterns are predominant. They include alfalfa fields and irrigated pasture, vineyards and fruit orchards, row crops, hedgerows and poplar rows. Scattered woodlots interspersed throughout this setting reflect the natural vegetation of the portion of the Gorge in

which they are located (e.g. Oregon oak and ponderosa pine in the eastern Gorge; Douglas fir, bigleaf maple and western red cedar in the west).

Compatible Recreation Use Guideline

Resource-based recreation uses of a very low or low-intensity nature, occurring infrequently in the landscape, are compatible with this setting.

Design Guidelines

1. New development shall be compatible with the general scale (height, dimensions, overall mass) of development in the vicinity.

2. Accessory structures, outbuildings and accessways shall be clustered together as much as possible, particularly towards the edges of existing meadows, pastures and farm fields.

3. In portions of this setting visible from Key Viewing Areas, the following guidelines shall be employed to achieve visual subordinance for new development:

    a. Except as is necessary for site development or safety purposes, the existing tree cover screening the development from Key Viewing Areas shall be retained.

    b. Vegetative landscaping shall, where feasible, retain the open character of existing pastures and fields.

    c. At least half of any trees planted for screening purposes shall be species native to the setting or commonly found in the area. Such species include fruit trees, Douglas fir, Lombardy poplar (usually in rows), Oregon white oak, bigleaf maple, and black locust (primarily in the eastern Gorge).

    d. At least one-quarter of any trees planted for screening shall be coniferous for winter screening.

    e. Structures' exteriors shall be dark and either natural or earth-tone colors.

Coniferous Woodland

Overview and Land Use

These are primarily thickly-forested areas characterized by forest management uses and scattered residential development. Forest management activities are often small to moderate in scale, particularly in the more settled portions of this setting. Parcels typically range between 20 and 160 acres in size. Large-scale silvicultural operations also occur in the less developed portions of this setting where land holdings tend to be relatively large (several hundred acres and larger) and residences fairly uncommon.

Landforms

These settings are found in hilly and mountainous portions of the Gorge, particularly on the Washington side of the western Gorge (in the General Management Area). The more gently rolling and accessible portions of this setting contain small-scale agricultural use and relatively more residences.

Vegetation

This setting is generally dominated by large conifer tree species associated with the ecosystems of the wet western slopes of the Cascades. Such species include Douglas-fir, western hemlock, western red cedar and grand fir. Deciduous trees frequent the riparian corridors and also cover many slopes in the western-most portions of the Gorge. Common deciduous species include bigleaf maple, red alder, black cottonwood, and various species of willow trees. In the eastern portions of this setting and on dry, south-facing slopes, ponderosa pine and Oregon white oak are also common.

Compatible Recreation Use Guideline

Resource-based recreation uses of varying intensities (pursuant to the Recreation Intensity Classes) may be compatible with this setting. Typically, outdoor recreation uses in Coniferous Woodlands are low-intensity, and include trails, small picnic areas and scenic viewpoints. Although infrequent, some more intensive recreation uses, such as campgrounds, occur. They tend to be scattered in Coniferous Woodland settings rather than concentrated, interspersed with large areas of undeveloped land and low-intensity uses.

Design Guidelines

1. New development shall be compatible with the general scale (height, dimensions and overall mass) of development in the vicinity.

2. Structure height shall remain below the forest canopy level.

3. In portions of this setting visible from Key Viewing Areas, the following guidelines shall be employed to achieve visual subordinance for new development:

   a. Except as is necessary for construction of access roads, building pads, leach fields, etc., the existing tree cover screening the development from Key Viewing Areas shall be retained.

   b. At least half of any trees planted for screening purposes shall be species native to the setting. Such species include: Douglas fir, grand fir, western red cedar, western hemlock, bigleaf maple, red alder, ponderosa pine and Oregon white oak, and various native willows (for riparian areas).

   c. At least half of any trees planted for screening purposes shall be coniferous to provide winter screening.

   d. Structures' exteriors shall be either natural or earthtone colors.

Oak-Pine Woodland

Overview and Land Use

This visually complex setting represents the climatic transition area between the lush forests of the western Gorge and the semi-arid grasslands of the eastern Gorge. Dry oak-pine woods, savannah areas (predominantly grassy openings with scattered trees) and grassy prairies are interspersed with scattered rural development. Such development includes residences, roads, fences, etc. In some portions of this setting, orchards and cultivated areas lend a pastoral flavor to this generally natural-appearing landscape. Most parcels are over 20 acres in size, and are frequently between 40 and 160 acres.

Landforms

Most of this setting is found on gently rolling to hilly terrain. Pastures and small farm uses are interspersed in the gentler portions of this setting. Some very steep slopes and deeply-incised side canyons are contained in this setting, representing its least-developed portions.

Vegetation

This setting contains perhaps the most varied vegetative communities in the Gorge, adding to its visual richness. Mixed stands of Oregon white oak and ponderosa pine typify this setting. In this setting's western portions, highest elevations and north slopes, this community transitions into woodland vegetation patterns, with increasing numbers of Douglas fir occurring. Drier portions of this setting and areas with poor, thin soils are often treeless prairies. "Biscuit scablands," or patterned ground areas with little vegetation and hummocky rock outcrops also occur. This special landscape, created by scouring of great floods, is also found in some portions of the Grassland setting.

Compatible Recreation Use Guideline

Resource-based recreation uses of varying intensities may be compatible with this setting, although most are of a low-intensity nature (such as trails or small scenic outlooks). More intensive recreation uses may be compatible where allowed under the Recreation Intensity Classes, although are generally rare in this setting. As with Woodland settings, intensive recreation uses in Oak-Pine Woodlands may be compatible if widely scattered and not in large concentrations.

Design Guidelines

1. New development shall be compatible with the general scale (height, dimensions and overall mass) of development in the vicinity.

2. Structure height shall remain below the tree canopy level in wooded portions of this setting.

3. In portions of this setting visible from Key Viewing Areas, the following guidelines shall be employed to achieve visual subordinance for new development:

a. At least half of any tree species planted for screening purposes shall be species native to the setting. Such species include: Oregon white oak, ponderosa pine, Douglas fir.

b. At least half of any trees planted for screening purposes shall be coniferous to provide winter screening.

For substantially wooded portions:

c. Except as is necessary for construction of access roads, building pads, leach fields, etc., the existing tree cover screening the development from Key Viewing Areas shall be retained.

d. Structures shall be either natural or earth-tone colors.

For treeless portions or portions with scattered tree cover:

e. Structures shall be sited on portions of the property which provide maximum screening from Key Viewing Areas utilizing existing topographic features.

f. Patterns of plantings for screening vegetation shall be in character with the surroundings. Residences in grassy, open areas or savannahs shall be partly screened with trees in small groupings and openings between groupings.

g. Accessory structures, outbuildings and accessways shall be clustered together as much as possible, particularly towards the edges of existing meadows, pastures and farm fields.

h. Structures' exteriors shall be dark and either natural or earth-tone colors.

Grassland

Overview and Land Use

This setting comprises large expanses of generally treeless grass and shrub-covered hills and terraces. It covers most of the eastern fourth of the Scenic Area, stretching from just west of The Dalles to the east boundary of the Scenic Area. The dominant land use is cattle ranching, with widely-scat-

tered residences, accessory buildings and related structures associated with ranching. Land holdings are relatively large, commonly ranging from several hundred to several thousand acres in size. The long, unbroken vistas and relatively sparse settlement patterns of this setting give it a dramatic, panoramic character distinct from the rest of the Gorge.

Landforms

The Grassland setting is found on gentle to steeply-sloping hillsides and relatively level terraces in the eastern Gorge. The distinctive hummocky terrain of some areas of "biscuit scablands" near Dallesport are also included in this setting. In the extreme eastern portions of the Scenic Area, rugged rocky cliffs along the Columbia also occur.

Vegetation

Grasses, shrubs and forbs are predominant in this mostly treeless setting. Introduced grass species cover most of the rangelands, with bitterbrush and sagebrush shrubland occurring in some areas. Some areas of native bunchgrasses and forbs still occur, and in a few areas of scablands and vernal ponds, some rare plant species are found. Oregon white oak stands grow in some of the intermittent stream drainages. A few tree species have been widely planted as windbreaks and are naturalized to the area, particularly black locust and poplar. A few vineyards and orchards have been planted in the lower terraces of this setting, as well.

Compatible Recreation Use Guideline

Resource-based recreation uses of a very low or low-intensity nature occurring infrequently are compatible with this setting, and include hiking, hunting, and wildlife viewing.

Design Guidelines

1. New development shall be compatible with the general scale (height, dimensions and overall mass) of development in the vicinity.

2. Accessory structures, outbuildings and accessways shall be clustered together as much as possible. Exceptions to this guideline, where necessary for farming operations, are permitted.

3. In portions of this setting visible from Key Viewing Areas, the following guidelines shall be employed to achieve visual subordinance standards for new development:

   a. Structures shall be sited on portions of the property which provide maximum screening from Key Viewing Areas utilizing existing topographic features.

   b. Lower structures which emphasize horizontal lines and blend with this sweeping landscape shall be encouraged rather than very tall structures.

   c. Planting of trees for screening shall not be extensive, in character with the openness of this setting. Where utilized, screening vegetation shall either tie in with nearby riparian vegetation in seasonal drainages or emulate windrows. At least half of any trees planted for screening purposes shall be species native to the setting or commonly found in the area. Such species include: Oregon white oak, Lombardy poplar, black locust, black cottonwood (wet locations), Russian olive and ponderosa pine.

   d. Structures' exteriors shall be dark and either natural or earth-tone colors.

Rural Residential

Overview and Land Use

Rural Residential settings occur throughout the Scenic Area, consisting of areas primarily committed to single-family residential development. These areas include numerous relatively small parcels, usually ranging between one and five acres. Due to these densities and the usually small size of these residential enclaves, they often retain some rural character in contrast to larger, denser residential neighborhoods in the Urban Areas.

Landforms

Rural Residential settings occur in portions of the Gorge landscape which are relatively accessible and lacking in physical development constraints. Most of these areas are gently rolling or level terraces and valley floors. Rural residential areas are rarely found in steep terrain.

Vegetation

Most Rural Residential settings include numerous plantings of ornamental and other non-native species in residential yards. In some of the less dense Rural Residential areas, remnants of the area's native vegetation have been preserved. In these areas, retention of the native vegetative communities has substantially contributed to the blending of these residential uses with their surroundings.

Compatible Recreation Use Guideline

Compatible recreation uses are usually limited to small community park facilities, but occasionally include low-intensity resource-based recreation uses (such as small scenic overlooks).

Design Guidelines

1. New development shall be compatible with the general scale (height, dimensions and overall mass) of development in the vicinity.

2. Existing tree cover shall be retained as much as possible, except as is necessary for site development, safety purposes, or as part of forest management practices.

3. In portions of this setting visible from Key Viewing Areas, *and not exempt from visual subordinance guidelines* (see "Developed Settings and Visual Subordinance Policies" in this section), the following guidelines shall be employed to achieve visual subordinance for new development:

    a. Except as is necessary for site development or safety purposes, the existing tree cover screening the development from Key Viewing Areas shall be retained.

    b. At least half of any trees planted for screening purposes shall be species native to the setting or commonly found in the area.

    c. At least half of any trees planted for screening purposes shall be coniferous to provide winter screening.

    d. Structures' exteriors shall be dark and either natural or earth-tone colors.

Rural Residential/Pastoral or Coniferous Woodland

Overview and Land Use

This setting reflects areas which are partly rural residential in nature yet still substantially retain characteristics of a more rural setting (either Pastoral or Coniferous Woodland). Such areas are typically composed of a combination of rural residential and small-scale agricultural and forest uses. Parcels in these areas generally range between five and twenty acres in size, although some smaller residential lots and a few larger vacant parcels occur.

Landforms

These "combination" settings generally occur in gentle terrain with relatively good access.

Vegetation

As with Rural Residential settings, natural vegetation patterns have been altered by ornamental and other non-native plantings on residential lots, although to a substantially lesser degree. The Rural Residential/Pastoral settings frequently contain pastures, small orchards, and other characteristic pastoral vegetation elements. Rural Residential/ Coniferous Woodland settings still retain much of the natural vegetative communities. In these settings, residential development blends with the rural landscape to a greater degree than in rural residential settings.

Compatible Recreation Use Guideline

Very low and low-intensity resource-based recreation uses, scattered infrequently in the landscape, may be compatible with this setting.

Design Guidelines

1. New development in this setting shall meet the design guidelines described for both the Rural Residential setting and the more rural setting with which it is combined (either Pastoral or Coniferous Woodland), unless it can be demonstrated that compliance with the guidelines for the more rural setting is impracticable.

2. In the event of a possible conflict between the two sets of guidelines, the guidelines for the more rural setting (Con-

iferous Woodland or Pastoral) shall apply, unless it can be demonstrated that application of such guidelines would not be practicable.

Residential

Overview and Land Use

A very limited number of areas in the General Management Area already contain dense residential development on parcels of less than one acre on the average. These areas, due to their density, size and proximity to Urban Area development (in all but one case), are essentially suburban in nature and have not retained any rural characteristics. The subdivision north of Chenoweth Creek, known as "Murray's Addition," is the largest of the few Residential settings in the General Management Area.

Landforms

The Residential settings in the General Management Area are located on flat or gentle terrain in areas which are readily accessible.

Vegetation

With a few exceptions, natural vegetation patterns in these dense residential areas have been replaced by ornamental and non-native plantings.

Compatible Recreation Use Guideline

Compatible recreation uses are essentially limited to community park facilities.

Design Guidelines

1. New development shall be compatible with the general scale (height, dimensions and overall mass) of development in the vicinity.

2. In portions of this setting visible from Key Viewing Areas *and not exempt from visual subordinance guidelines*, the following guidelines shall be employed to achieve visual subordinance for new development:

a. Except as is necessary for site development or safety purposes, the existing tree cover screening the development from Key Viewing Areas shall be retained.

b. Structures' exteriors shall be non-reflective unless fully screened from Key Viewing Areas with existing vegetation and/or topography.

c. At least half of any trees planted for screening purposes shall be species native to the setting or commonly found in the area.

d. At least half of any trees planted for screening purposes shall be coniferous to provide winter screening.

e. Structures' exteriors shall be dark and either natural or earth-tone colors.

Village

Overview and Land Use

The Village setting applies to the two designated Rural Centers in the General Management Area (Corbett and Skamania), as well as the approved "Broughton Landing" resort. This setting reflects the nature of the Rural Centers as service centers and gathering places for nearby rural residences. The Village setting contains many small residential parcels and a central core, serving both commercial and social functions. Village settings are distinguished from Rural Residential settings by their mix of residential, institutional (churches, schools, etc.) and commercial uses, creating a small town atmosphere.

Landforms

Village settings have evolved in level or gently rolling areas lacking any substantial physical development constraints or access problems.

Vegetation

Although the Village settings are densely settled relative to the surrounding rural landscape, some areas have retained the natural vegetation of the region in which they are located. Much of the vegetation in this setting, particularly in

the Corbett area, consists of non-native species planted by homeowners.

Compatible Recreation Use Guideline

Compatible recreation uses may include community parks serving the recreation needs of local residents, and varying intensities of other recreation uses.

Design Guidelines

1. New development shall be compatible with the general scale (height, dimensions and overall mass) of development in the vicinity.

2. New commercial buildings shall be limited in size to a total floor area of 5,000 square feet or less, and shall be limited in height to 2-1/2 stories or less.

3. For new commercial, institutional (churches, schools, government buildings) or multi-family residential uses on parcels fronting a Scenic Travel Corridor (Washington State Route 14 or the Historic Columbia River Highway), parking shall be limited to rear or side yards of buildings to the maximum extent practicable.

4. New vehicular access points to the Scenic Travel Corridors shall be limited to the maximum extent practicable, and access consolidation required where feasible.

5. New development proposals shall be encouraged to follow planned unit development approaches, featuring consolidated access, commonly-shared landscaped open areas, etc.

6. New commercial, institutional or multi-family residential uses fronting a Scenic Travel Corridor shall comply with the following landscape requirements:

    a. Parking or loading areas for 10 or more spaces shall include a landscaped strip at least 5 feet in width between the new use and the Scenic Travel Corridor roadway.

    b. The landscape strip required in Village Design Guideline 6.a shall include shrubs, vegetative ground cover and, at minimum, one tree spaced as ap-

propriate to the species and not to exceed 25 feet apart on the average.

7. The use of building materials reinforcing the Village Setting's character, such as wood, logs or stone, and reflective of community desires, should be encouraged.

8. Architectural styles characteristic of the area (such as 1-1/2 story dormer roof styles in Corbett), and reflective of community desires, should be encouraged.

9. Design features which create a "pedestrian friendly" atmosphere, such as large shop windows on the ground floor of commercial buildings, porches along ground floors with street frontage, etc. should be encouraged.

10. Where feasible, existing tree cover of species native to the region or commonly found in the area shall be retained when designing new development.

Special Village Setting Policies

1. The Gorge Commission shall consult with community groups to refine and revise these design guidelines as appropriate to reflect community desires and interests.

2. The Gorge Commission shall consult with the Oregon Department of Transportation and the Historic Columbia River Highway Citizen's Advisory Committee to define desirable and appropriate curb and parking treatments on the Historic Highway.

River Bottomlands

Overview and Land Use

This setting includes lush floodplains and riparian forests found along the shores of the Columbia, particularly below Bonneville Dam. Much of this setting has been lost to dam, freeway and railroad construction. In many places in the General Management Area, only thin strips of this setting remain, directly adjacent to the river. These remnants are still visually distinct settings markedly contrasting with adjacent rocky slopes or upland conifer forests. Some of these areas include small pastures and scattered rural residential development, as well as major transportation facilities. This

setting also includes major existing park and recreation facilities along the river (e.g. Celilo Park) and the most potentially suitable areas for concentrated public recreational river access, as identified in the planning process.

Landforms

River Bottomlands are, by their nature, confined to flat or gently sloping lands representing remnants of the original Columbia River floodplain.

Vegetation

Where unaltered, this setting consists primarily of a largely deciduous forest, with black cottonwood, red alder, bigleaf maple and willows dominating. Unforested marshes also occur in this setting, although the largest of these ecologically critical vegetative communities are in Special Management Areas. Major parks in River Bottomlands contain some vegetation patterns uncharacteristic of pristine riparian communities, such as mowed lawn areas and some ornamental plantings. However, to a large degree, the riverfront parks which best blend with the natural surroundings emphasize native species plantings and retention of existing riparian vegetation communities. Thus, the deciduous-dominated riparian species found in River Bottomlands are emphasized as the major vegetation element in River Bottomlands Design Guidelines, applicable to new recreation uses in this setting.

Compatible Recreation Use Guideline

Compatible recreation uses in this setting depend on the degree of natural resource sensitivity of a particular site. In the most critically sensitive River Bottomlands, very low-intensity uses which do not impair wetlands or special habitat requirements may be compatible. In other River Bottomland areas, nodes of moderate and/or high intensity recreation uses may be compatible, provided that: 1) their designs emphasize retention and/or enhancement of native riparian, 2) structures and parking areas are visually subordinate, and 3) they are separated from other areas of concentrated recreation usage by stretches of natural-appearing shoreline and adjacent uplands.

Design Guidelines

1. New development shall be compatible with the general scale (height, dimensions and overall mass) of development in the vicinity.

2. New recreation developments shall comply with the Recreation Intensity Class Facility and Design Guidelines.

3. In portions of this setting visible from Key Viewing Areas, the following guidelines shall be employed to achieve visual subordinance for new development:

   a. Except as is necessary for site development or safety purposes, existing tree cover screening the development from Key Viewing Areas shall be retained.

   b. At least half of any trees planted for screening purposes shall be species native to the River Bottomland setting. Public recreation developments are encouraged to maximize the percentage of planted screening vegetation native to this setting. Such species include: black cottonwood, bigleaf maple, red alder, Oregon white ash, Douglas fir, western red cedar and western hemlock (west Gorge) and various native willow species.

   c. At least one-quarter of any trees planted for screening purposes shall be coniferous for winter screening.

   d. Structures' exteriors shall be dark and either natural or earth-tone colors.

Gorge Walls and Canyonlands

Overview and Land Use

This setting represents the bluffs, cliffs and steep slopes which form the walls of the Gorge and the deeply-incised canyons of the Columbia's major tributaries. Due to extreme steepness, and in some cases, inaccessibility and instability, these areas are largely undeveloped. They represent some of the most natural settings relative to other General Management Area lands, despite the proximity of some of these areas to major thoroughfares. Prevailing land use in these areas is undeveloped vacant land, although in a few limited

areas, low-intensity recreation use occurs and some silviculture has taken place.

Landform

The landform component of this setting is a much greater determinant of its character than is true for any other setting. Steep wooded slopes, canyon walls, and sheer rock faces characterize this setting. In the side canyons, small ribbons of riparian floodplain areas occur as well.

Vegetation

The steepest portions of this setting are rocky cliffs devoid of much vegetation or loose talus slopes with limited vegetation (although such slopes often include large, old fir, pine and maple trees). Other portions of this setting include stands of large fir and pine trees, some of which appears to be the original forest cover. At the bottom of the Hood, White Salmon and Little White Salmon river canyons, narrow bands of lush, riparian vegetation are found.

Compatible Recreation Use Guideline

Due to their fragility, steepness and undeveloped nature, compatible recreation uses are usually limited to very low or low-intensity, resource-based activities which focus on enjoyment and appreciation of sensitive resources associated with this setting. Such uses compatible with this setting are generally associated with minimal facility development, if any.

Design Guidelines

1. New development and uses shall be screened so as to not be seen from Key Viewing Areas to the maximum extent practicable.

2. All trees planted to screen permitted development and uses from Key Viewing Areas shall be native to the area.

3. Existing tree cover shall be retained to the maximum extent practicable, except for the minimum necessary to be removed to accommodate facilities otherwise permitted in the underlying land use designation or for safety purposes.

4. All structures shall be limited in height to one and one-half stories.

5. All structures' exteriors shall be non-reflective.

6. Signage shall be limited to natural materials such as wood or stone, and natural or earth-tone colors, unless public safety concerns or federal or state highway standards require otherwise.

Developed Settings and Visual Subordinance Policies

The General Management Area policy to protect Key Viewing Area viewsheds states: "All new development on lands seen from Key Viewing Areas shall be visually subordinate to and not noticeably contrast with its landscape setting, *except for such lands which are in developed settings and not visually sensitive*."

Three landscape settings are considered developed settings within the context: Rural Residential, Residential and Village. Of all General Management Area lands in these three settings, six particular areas which are not visually sensitive have been identified. New development in these settings shall be compatible with the setting, but not necessarily visually subordinate. These areas are:

1. Corbett Rural Center (Village)

2. Skamania Rural Center (Village)

3. West of Hood River Urban Area, east of Country Club Road (Rural Residential)

4. Murray's Addition subdivision, The Dalles (Residential)

5. Two small areas south of The Dalles in Sections 9 and 10, Township 1N, Range 13E (Residential)

6. Portion of Underwood Heights along Cooper Avenue, south of Cook-Underwood Road (Rural Residential)

List of Sources

The following is a list of sources of information used in mapping landscape settings.

1. National Scenic Area Land Use Inventory; 1988; Cascade Planning Associates.
2. Aerial photography, color and black and white; 1988; USFS, NSA.
3. County Assessor Parcel maps; various dates; all six counties.
4. Visual monitoring station photographs; 1988-89; USFS, NSA.
5. Vegetation classes inventory; 1988; Chris Kiilsgard.
6. Visual attributes inventory; 1988; USFS, NSA.
7. Landscape sensitivity inventory; 1988; USFS, NSA.
8. Visual absorption capability inventory; 1988; USFS, NSA.
9. Landscape character units; *National Scenic Area Corridor Visual Inventory;* 1990; USFS, Gorge Commission, WDOT and ODOT.
10. Digital elevation model, slope classes map; 1990; USFS, NSA.
11. U.S.G.S. topographic guadrangle maps; various dates; USGS.
12. Preliminary land use designations, General Management Area; 1989; Gorge Commission.

Scenic Travel Corridors

Several state and federal highways, renowned as highly scenic travel and recreation corridors, traverse the National Scenic Area. These travelways parallel the Columbia River and several of its major tributaries. Among these well-known roads are the Historic Columbia River Highway, Washington

State Route 14, Interstate 84 (recently designated as one of the most scenic highways in America by Rand McNally), and Oregon Highway 35. The latter two roads form two of the three legs of the widely-publicized "Mt. Hood Loop."

The "Scenic Travel Corridors" program in this Management Plan acknowledges the importance of these travelways to the National Scenic Area. It provides measures to protect and enhance the scenic qualities of the landscapes within the foregrounds of these roads. Many of the objectives included in this section require implementing actions from the state agencies charged with managing these scenic byways, in coordination with local governments.

GMA Goal

Designate those portions of the following roads in the National Scenic Area as Scenic Travel Corridors and protect and enhance scenic resources within the corridors: Washington State Routes 14, 141, and 142, Interstate 84, the Historic Columbia River Highway, and Oregon Highway 35.

GMA Objectives

1. Establish coordinated, cooperative implementation programs with the state highway departments, railroads, the Bonneville Power Administration and utility companies which include protection measures to mitigate visual effects of new corridor development and enhancement measures to reduce visual effects of existing uses.

2. Establish a program to provide incentives to screen or remove discordant features in the foreground of Scenic Travel Corridors.

3. Encourage communities along Scenic Travel Corridors to enhance the entries to their communities.

4. Encourage the railroads and utility companies to place signal wires and powerlines underground where such features are visually dominant and detract from the visual quality of Scenic Travel Corridors.

5. Encourage the railroads and the utility companies to use colors that are visually subordinate on existing equipment along Scenic Travel Corridors.

6. Encourage the Washington and Oregon Departments of Transportation to take the following measures to improve the visual quality of Scenic Travel Corridors:

   a. Place reflectors on guardrails rather than on free-standing posts;

   b. Remove unnecessary highway signs, and to consolidate signs, wherever possible;

   c. Replace sections of white guardrail where white contrasts noticeably with gray or galvanized sections;

   d. Eliminate unnecessary construction berms; and

   e. Close unused road access from Scenic Travel Corridors.

7. Establish a program to reclaim abandoned quarries in the foreground of Scenic Travel Corridors.

8. Encourage the Bonneville Power Administration to use colors that are visually subordinate on its existing facilities seen from Scenic Travel Corridors.

9. Encourage the Bonneville Power Administration to improve the visual quality of powerline rights-of-way by restoring vegetation to its natural appearance wherever possible.

10. Establish new viewpoints of the Columbia River and lands within the Gorge at places offering outstanding views along Scenic Travel Corridors (same as Recreation objective for Scenic Travel Corridors).

11. Create or restore openings in vegetation along Washington State Route 14, Interstate 84 and the Historic Columbia River Highway to provide or improve views of the Columbia River and the walls of the Gorge in a manner which does not adversely affect the scenic, cultural, natural or recreational resources of the Scenic Area (same as Recreation objective for Scenic Travel Corridors).

12. Encourage the railroads and state departments of transportation to utilize integrated vegetation management practices in managing vegetation in Scenic Travel Corridor foregrounds.

GMA Policies

1. Programs and specific provisions developed for Scenic Travel Corridors shall emphasize protection and enhancement of the corridors' foreground.

2. To achieve Scenic Travel Corridor objective 1, the Commission shall consider establishment of an interagency Scenic Travel Corridor Implementation Task Force, to be composed of representatives of all entities referenced in objective 1, and local and tribal government representatives.

3. New structural development, other than access roads, pathways or necessary signage, shall be limited in the immediate foreground of Scenic Travel Corridors.

4. New production and/or development of mineral resources may be permitted in the foregrounds of Scenic Travel Corridors, upon a demonstration that such uses would be fully screened from view of the corridor roadway itself. Expansion of existing quarries in Scenic Travel Corridors' foregrounds may be permitted if determined to be visually subordinate.

5. A reclamation plan shall be required for expansion of existing quarries and all new mining activity within Scenic Travel Corridors, including quarries for which no reclamation program is required by the laws of Washington or Oregon.

6. New signal wires and powerlines along Scenic Travel Corridors shall be placed underground in areas where aboveground facilities would be visually dominant and detract from corridor visual quality to the maximum extent practicable.

7. Mailboxes and newspaper boxes along Scenic Travel Corridors shall be clustered to the maximum extent practicable.

8. New residential and commercial driveway access to Scenic Travel Corridor roads shall be consolidated to the maximum extent practicable.

9. New road cuts shall be contoured to approximate a natural-appearing grade and vegetated with species native or

naturalized to the area in order to blend with the landscape setting.

GMA Guidelines

1. For the purposes of implementing this section, the foreground of a Scenic Travel Corridor shall include those lands within one-quarter mile of the edge of pavement of the Scenic Travel Corridor roadway.

2. All new buildings and alterations to existing buildings shall be set back at least 100 feet from the edge of pavement of the Scenic Travel Corridor roadway. This policy shall *not* apply in Rural Center designations (Village landscape setting). A variance to this setback requirement may be granted if its application would render a property unusable. All new parking lots and expansions of existing parking lots shall be set back at least 100 feet from the edge of pavement of the Scenic Travel Corridor roadway, to the maximum extent practicable.

3. Additions to existing buildings or expansion of existing parking lots located within 100 feet of the edge of pavement of a Scenic Travel Corridor roadway shall comply with Guideline 2 of this section to the maximum extent practicable. This policy shall not apply in Rural Center designations (Village landscape setting).

4. All proposed vegetation management projects in public rights-of-way to provide or improve views shall include the following:

   a. An evaluation of potential visual impacts of the proposed project as seen from any Key Viewing Area;

   b. An inventory of any rare plants, special wildlife habitat, wetlands or riparian areas on the project site. If such resources are determined to be present, the project shall comply with applicable Management Plan guidelines to protect the resources.

5. When evaluating which locations to consider undergrounding of signal wires or powerlines, railroads and utility companies shall prioritize those areas specifically recommended as extreme or high priorities for undergrounding in the *Columbia River Gorge National Scenic Area Corridor Visual Inventory*, prepared in April, 1990.

6. New production and/or development of mineral resources proposed within one-quarter mile of the edge of pavement of a Scenic Travel Corridor may be allowed upon a demonstration that full visual screening of the site from the Scenic Travel Corridor can be achieved by use of existing topographic features or existing vegetation designed to be retained through the planned duration of the proposed project. An exception to this may be granted if planting of new vegetation in the vicinity of the access road to the mining area would achieve full screening. If existing vegetation is partly or fully employed to achieve visual screening, over 75 percent of the tree canopy area shall be coniferous species providing adequate winter screening. Mining and associated primary processing of mineral resources is prohibited within 100 feet of a Scenic Travel Corridor, as measured from the edge of pavement, except for access roads. Compliance with full screening requirements shall be achieved within time frames specified in Key Viewing Areas Guideline 24.

7. Expansion of existing quarries may be allowed pursuant to Key Viewing Areas Guideline 21. Compliance with visual subordinance requirements shall be achieved within time frames specified in Key Viewing Areas Guideline 23.

Signs

GMA Goal

Protect and enhance scenic resources by minimizing visual impacts of signage, while authorizing signage necessary for commerce, recreation, safety and public information.

GMA Objective

Encourage the use of the Columbia River Gorge National Scenic Area Graphic Signing System for public signs in and adjacent to public rights-of-way.

GMA Policies

1. New signs shall be designed and sited in a manner which achieves their intended function compatible with their settings to the maximum extent practicable.

2. Guidelines for alteration and amortization of nonconforming signs shall be employed to bring all signage into conformance with the provisions of this section.

GMA Guidelines

1. All signs must meet the following standards, consistent with the Manual for Uniform Traffic Control Devices:

   a. The support structure shall be unobtrusive and have low visual impact.

   b. Lettering colors with sufficient contrast to provide clear message communication shall be allowed. Colors of signs shall blend with their setting to the maximum extent practicable.

   c. Backs of all signs shall be unobtrusive, non-reflective, and blend in with the setting.

   d. Spot lighting of signs may be allowed where needed for night visibility. Backlighting is not permitted for signs.

2. Business identification or facility entry signs located on the premises may be allowed, subject to review for consistency with Guideline 1 of this section.

3. The following may be permitted without review subject to Guideline 1 of this section:

   a. Ordinary repair and maintenance of signs.

   b. Election signs which are not displayed for more than 60 days. Removal must be accomplished within 30 days of election day.

   c. "For Sale" signs not greater than 12 square feet. Removal must be accomplished within 30 days of close of sale.

   d. Temporary construction site identification, public service company, safety or information signs not greater than 32 square feet. Removal must be accomplished within 30 days of project completion.

   e. Signs posted on private property warning the public against trespassing, danger from animals, the private nature of a road, driveway or premise, or signs prohibiting or otherwise controlling fishing or hunting, provided such signs are not greater than six square feet.

f. Temporary signs advertising civil, social, or political gatherings and activities not exceeding 12 square feet. Removal must be accomplished within 30 days of the close of the event.

g. Signs posted by governmental jurisdictions giving notice to the public. Such signs shall be no larger than that required to convey the message intended.

h. Signs associated with the use of a building or buildings shall be placed flat on the outside walls of buildings, not on roofs or marquees.

4. Other signs not addressed or expressly prohibited by this section are permitted without review.

5. Any sign which does not conform with a provision of these guidelines and has existed prior to their adoption is subject to the following provisions:

   a. Alteration of existing non-conforming signs shall comply with these guidelines.

   b. Any non-conforming sign used by a business must be brought into conformance concurrent with any expansion or change in use which requires a development permit.

6. The following signs are prohibited:

   a. Luminous signs or those with intermittent or flashing lights. These include neon signs, fluorescent signs, light displays and other signs which are internally illuminated, exclusive of seasonal holiday light displays.

   b. New billboards.

   c. Signs with moving elements, unless for public safety.

   d. Portable or wheeled signs, or signs on parked vehicles where the sign is the primary use of the vehicle.

Special Management Area

The National Scenic Area Act recognizes the significance of the dramatic natural beauty of the Columbia River Gorge. The establishment of a National Scenic Area mandated the protection and enhancement of these scenic values. The Act's first purpose, as stated in Section 3(1), is

> *"...to protect and provide for the enhancement of the scenic... resources of the Columbia River Gorge."*

To begin the process towards fulfilling the Act, it was first necessary to assess what the scenic resources are, what the public desires, and what is needed to ensure protection and enhancement over the long-term. This assessment was accomplished by using several inventory processes and analysis products.

To help define those visually sensitive areas of concern within the Columbia River Gorge, Key Viewing Areas, from which large numbers of people view the National Scenic Area portions of the Columbia River Gorge, were selected as benchmarks from which to evaluate scenic resources. The glossary lists the Key Viewing Areas that were identified in the public involvement process used for the Interim Guidelines and revised during review of the Draft Plan.

Next, the landscape diversity, seen areas, and landscape attributes inventories identified the dramatic features of the National Scenic Area. The visual absorption capability inventory illustrated how many large sections of the Scenic Area could not absorb development without disrupting scenic values. Further, the landscape sensitivity and landscape significance inventories identified those areas that are of outstanding or highly significant scenic value.

Although members of the public expressed views from all sides, the majority of the public input was strongly in favor of maintaining the scenic quality in its present condition with strong emphasis on enhancement. An understanding of the cumulative impact of development and change over time was inherent in the studies.

The scenic inventories indicated where scenic resources are most sensitive, suggesting where the needs for protection are

greatest. An approach was developed for defining and describing the desired scenic condition for the National Scenic Area. The concept of landscape settings was devised to provide a means by which to protect scenic values found within the Columbia River Gorge.

The National Scenic Area was divided into six Landscape Settings. These settings contain distinctive natural and cultural landscapes and describe the particular visual characteristics specific to each setting. The six settings, Wildlands, Coniferous Woodlands, Oak/Pine Woodlands, River Bottomlands, Pastoral, and Residential, are described fully in the policies section.

SMA Goal

Scenic Resources

Protect and enhance scenic resources.

SMA Policies

1. Protect the scenic resources by identifying the following landscape settings:

   a. **WILDLANDS:** These lands are steep, rugged, and undeveloped, with little or no appearance of human activities. Wildlands commonly exist in large tracts and may stand apart topographically as separate landscape units.

Landscape Settings

Designation	GMA Acres	*SMA Acres*
Wildlands	n.a.	*56,905*
Gorge Walls & Canyonlands	3,838	n.a.
Coniferous Woodland	27,176	*37,249*
Oak-Pine Woodland	18,696	*5,701*
Pastoral	13,874	*4,658*
River Bottomlands	2,718	*9,534*
Grassland	38,958	n.a.
Residential	216	*107*
Rural Residential	3,224	n.a.
Rural Residential & Pastoral	2,553	n.a.
Rural Residential & Coniferous Woodland	1,161	n.a.
Village	271	n.a.
Columbia River	33,822	n.a.
BIA Land (exempt)	2,992	*475*

b. **CONIFEROUS WOODLANDS:** These are primarily wooded areas with evidence of forest or other management activities. They may be characterized by a landscape of conifers in a dense pattern on the west side, or by an interwoven pattern of deciduous forest with some mixed conifers primarily on the east side. There will be visual evidence of human influence such as harvest activities, roads, powerlines, or other development, and there could be some scattered rural development.

c. **OAK/PINE WOODLANDS:** These lands contain stands of Oregon white oak and ponderosa pine. Drier portions of this setting and areas with poor, thin soils are often treeless prairies. There is visual evidence of human influence such as roads, powerline, and scattered dwellings.

d. **RIVER BOTTOMLANDS:** This setting includes islands, wetlands, floodplains, shorelines and associated low elevation lands, both developed and undeveloped, along the Columbia River shore.

e. **PASTORAL:** This setting is characterized by cultivation and agricultural uses such as pastures, orchards, or vineyards. This setting may include woodlots and scattered structures.

f. **RESIDENTIAL:** These lands are characterized by a concentration of dwellings.

2. Maintain the existing appearance and character of the identified landscape setting.

3. New developments and land uses shall maintain the visual character of the landscape setting in which the developments are located.

4. The Forest Service Visual Quality Objective (VQO) system shall be used to evaluate all new developments and land uses. Each landscape setting will be assigned visual quality objectives.

5. For National Forest lands the VQOs identified in the Mt. Hood and Gifford Pinchot National Forest Plans shall be used.

6. Where appropriate, scenic easements or fee purchase by the federal government will be used to protect and perpetuate certain landscape settings.

7. Size, scale, shape, color, texture, siting, height, building materials, lighting or other visual aspects shall be regulated to protect the scenic resources.

8. New developments and land uses occurring in the foreground of Key Viewing

Areas shall protect scenic values.

9. Rehabilitation or modification of historic structures eligible or on the National Register of Historic Places may be exempt from the above policies if such modification is in compliance with the national register of historic places guidelines.

10. The Historic Columbia River Highway, Washington State Route 14, Interstate 84, the Larch Mountain Road, the Wyeth Bench Road, and Klickitat County Road 1230 shall be managed as scenic routes.

SMA Guidelines

1. New developments and land uses shall be evaluated to ensure that scenic resources are not adversely affected, including cumulative effects, based on visibility from Key Viewing Areas.

2. All new developments and land uses immediately adjacent to scenic routes shall be in conformance with state or county scenic route guidelines.

3. New land uses or developments shall comply with the following design guidelines.

   a. **WILDLANDS:** New developments and land uses shall retain the overall visual character of the natural appearing landscape.

      (1) New developments and land uses shall meet the VQO of retention as seen from Key Viewing Areas.

      (2) Structures, including signs, shall have a rustic appearance, use non-reflective materials, and have

low contrast with the surrounding landscape and be of a Cascadian architectural style.

(3) Temporary roads must be promptly closed and revegetated.

(4) New utilities must be below ground surface.

(5) Use of plant species non-native to the Columbia River Gorge shall not be allowed.

(6) Exterior colors of structures shall be dark earth-tones that will result in the structure having low contrast with the surrounding landscape.

b. **CONIFEROUS WOODLANDS AND OAK/PINE WOODLANDS:** Woodland areas should retain the overall appearance of a woodland landscape. New developments and land uses shall retain the overall visual character of the natural appearance of the Coniferous and Oak/Pine Woodland landscape.

(1) New developments and land uses in lands designated Federal Forest or Open Space shall meet the VQO of retention; all other land use designations shall meet the VQO of partial retention as seen from Key Viewing Areas.

(2) Forest practices on National Forest lands included in the Mt. Hood and Gifford Pinchot National Forest Plans shall meet the VQO identified for those lands in those plans.

(3) Buildings in the coniferous landscape setting shall be encouraged to have a vertical overall appearance and a horizontal overall appearance in the Oak/Pine Woodland landscape setting.

(4) Use of plant species native to the landscape setting shall be encouraged. Where non-native plants are used, they shall have native appearing characteristics.

(5) Exterior colors of structures in Coniferous Woodland landscape setting shall be dark earth-tone colors which will result in low contrast

with the surrounding landscape as seen from the Key Viewing Areas.

(6) Exterior colors of structures in Oak/Pine Woodland landscape setting shall be earth-tone colors which will result in low contrast with the surrounding landscape as seen from the Key Viewing Areas.

c. **RIVER BOTTOMLANDS:** River bottomland shall retain the overall visual character of a floodplain and associated islands.

(1) New developments and land uses shall meet the VQO of partial retention, except in areas designated Open Space which shall meet the VQO of retention.

(2) Buildings shall have an overall horizontal appearance.

(3) Use of plant species native to the landscape setting shall be encouraged. Where non-native plants are used, they shall have native appearing characteristics.

(4) Exterior colors of structures shall be earth-tone or water-tone colors which will result in low contrast with surrounding landscape.

d. **PASTORAL:** Pastoral areas shall retain the overall appearance of an agricultural landscape.

(1) New developments and land uses shall meet the VQO of partial retention.

(2) The use of plant species common to the landscape setting shall be encouraged. The use of plant species in rows as commonly found in the landscape setting is encouraged.

(3) Exterior colors of structures shall be earth-tone colors which will result in low contrast with the surrounding landscape.

(4) Exterior colors of structures may be white or barn-red, except for the roof, in areas where other

structures with those colors are evident in the setting.

e. **RESIDENTIAL:** The Residential setting is characterized by concentrations of dwellings.

(1) New developments and land uses shall meet the VQO of partial retention as seen from Key Viewing Areas.

(2) At Rowena Dell, new buildings shall have a rustic appearance and use natural materials and earth-tone colors.

(3) At Latourell Falls, new buildings shall have an appearance consistent with the predominant historical architectural style.

(4) Use of plant species native to the landscape setting shall be encouraged. Where non-native plants are used, they shall have native appearing characteristics.

4. For forest practices the following guidelines shall apply:

a. Forest practices must meet the design guidelines and VQO for the landscape setting designated for the management area.

b. Not more than 16 percent of the viewshed area shall be in created openings at any one time.

c. Size, shape, and dispersal of created openings shall maintain the natural patterns in the landscape.

d. The maximum size of any created opening is 15 acres. In the foreground of Key Viewing Areas, maximum size of created opening (see Glossary) will be five acres.

5. The following design standards will be applied to all new land uses and developments, regardless of location or landscape setting:

a. Proposed developments shall not protrude above the line of a bluff, cliff, or skyline as seen from Key Viewing Areas.

b. Size, scale, shape, color, texture, siting, height, building materials, lighting, or other features of a proposed structure shall be visually subordinate in the landscape and have low contrast in the landscape.

c. Colors shall be used in a manner so that developments are visually subordinate to the natural and cultural patterns in the landscape setting. Colors for structures and signs should be slightly darker than the surrounding background.

d. Structure height shall not exceed 75 percent of the average tree canopy height of the natural vegetation adjacent to the structure.

e. Proposed developments or land use shall be aligned, designed and sited to fit the natural topography and to take advantage of vegetation and land form screening, and to minimize visible grading or other modifications of landforms, vegetation cover, and natural characteristics.

f. Any exterior lighting shall be sited, limited in intensity, shielded or hooded in a manner that prevents lights from being highly visible from Key Viewing Areas and from noticeably contrasting with the surrounding landscape setting except for road lighting necessary for safety purposes.

g. Seasonal lighting displays shall be permitted on a temporary basis, not to exceed three months duration.

h. Reflectivity of structures and site improvements shall be minimized.

i. Right-of-way vegetation shall be managed to minimize visual impact of clearing and other vegetation removal as seen from Key Viewing Areas. Roadside vegetation management should enhance views out from the highway (vista clearing, planting, etc.).

j. Encourage existing and require new road maintenance warehouse and stockpile areas to be screened from view from Key Viewing Areas.

Chapter 2

Cultural Resources

General Management Area

One purpose of the Scenic Area Act is to

> *"Protect and provide for the enhancement of the . . . cultural . . . resources of the Columbia River Gorge . . ." [Section 3(1)].*

The Scenic Area Act authorizes the Gorge Commission to protect cultural resources by means of guidelines and the open space designation. The guidelines must require commercial and residential development and mineral operations to take place without adversely affecting cultural resources [Section 6(d)]. The Scenic Area Act defines *adversely affect* to mean a

> *"reasonable likelihood of more than moderate adverse consequences for . . . cultural . . . resources . . ." [Section 2(a)].*

The Scenic Area Act directs the Gorge Commission to

> *"protect and enhance open spaces" [Section 6(d)(3)].*

Open spaces include cultural and historic areas, archaeological sites, Indian burial grounds, village sites, historic trails and roads, and other areas that are culturally and historically significant [Section 2(l)].

Cultural Resources Inventory

The cultural resource inventory, prepared by Heritage Research Associates of Eugene, Oregon, includes a literature overview and a site inventory of known cultural resources.

The literature overview, titled *Prehistory and History of the Columbia River Gorge National Scenic Area* (Beckham, Minor, Toepel, Reese 1988), summarizes the written history of the Scenic Area. It provides a framework for interpreting and evaluating cultural resources.

The site inventory was prepared by examining published literature, archival documents, and site files of institutions and government agencies. It identifies 156 prehistoric sites and 290 historic sites located throughout the Scenic Area. The prehistoric and historic sites are recorded on U.S. Geological Survey 7.5 minute (1:24,000) topographic maps.

Professional archaeologists and historians estimate that less than 10 percent of the Scenic Area has been inventoried for cultural resources. Consequently, the site inventory is not complete; it includes only a small portion of the cultural resources that exist in the Scenic Area.

The Scenic Area Act provides that

> *"the location of any Indian burial grounds, village sites, and other areas of archaeological or religious significance shall not be made public information and such information shall be used for administrative purposes only" [Section 6(a)(1)(A)].*

Consequently, the site inventory is not available to the public.

GMA Goals

1. Encourage landowners and agency officials to protect and enhance all cultural resources.

2. Ensure that new development and uses do not have an adverse effect on significant cultural resources.

GMA Policies

1. Generally, well defined geographic areas that possess large concentrations of cultural resources shall be designated Open Space.

2. The Gorge Commission will facilitate a multi-party effort to seek funds for a complete cultural resource inventory of the General Management Area. The parties should include tribal and local governments as well as state and federal agencies. The first phase of the inventory should consist of a Native American oral history program.

3. The Gorge Commission will update the cultural resources inventory as new traditional cultural properties and prehistoric and historic districts, sites, buildings, structures, and objects are discovered.

4. To avoid unlawful, malicious, or negligent disturbance, information regarding the nature and location of prehistoric

and historic archaeological resources shall generally be kept confidential.

5. Local governments shall consult the cultural resources inventory and shall inform an applicant when a known cultural resource may be affected by a proposed activity.

6. A four-step process shall be used to protect cultural resources: performing cultural resource reconnaissance or historic surveys before new development and uses are authorized, evaluating the significance of cultural resources discovered during surveys, assessing the effects of proposed development and uses on significant cultural resources, and preparing mitigation plans to avoid or minimize impacts to significant cultural resources.

7. The Gorge Commission shall establish a Cultural Resources Advisory Committee (CRAC) to monitor the cultural resource protection process and review evaluations of significance when disputes arise between an applicant and a tribal government.

8. All cultural resource surveys, evaluations, assessments, and mitigation plans shall be performed by professionals whose expertise reflects the type of cultural resources that are involved. Principal investigators shall meet the professional standards published in 36 Code of Federal Regulations (CFR) Part 61 and *Guidelines for Evaluating and Documenting Traditional Cultural Properties* (Parker and King n.d.).

9. Cultural resource surveys, evaluations, assessments, and mitigation plans shall generally be conducted in consultation with tribal governments and any person who submits written comments on a proposed activity (interested person). Tribal governments shall be consulted if the affected cultural resources are prehistoric or otherwise associated with Native Americans. If the cultural resources are associated with Euro-American peoples, such as an historic house or pioneer campsite, the tribal governments do not have to be consulted.

10. Reconnaissance surveys are conducted to determine if prehistoric or historic archaeological resources are present in an area that would be affected by a proposed

activity. They may include archival research, surface surveys, subsurface testing, and ethnographic research.

11. Historic surveys document the form, style, integrity, and physical condition of historic buildings and structures. They may include archival research, architectural drawings, and photographs.

12. All lands in the General Management Area shall be inventoried for cultural resources as soon as funds are available. Until a cultural resource inventory is complete, a reconnaissance survey shall be required for all new development and uses, except:

    a. The modification, expansion, replacement, or reconstruction of existing buildings and structures.

    b. New development and uses that would not disturb the ground, including land divisions and lot-line adjustments; storage sheds that do not require a foundation; low-intensity recreation activities, such as fishing, hunting, and hiking; installation of surface chemical toilets; hand treatment of brush within established rights-of-way; and new uses of existing structures.

    c. New development and uses that would involve minor ground disturbance, as defined by depth and extent, including repair and maintenance of lawfully constructed and serviceable structures, new fences, utility poles, and placement of mobile homes where septic systems and underground utilities are not involved.

    d. New development and uses that would occur on sites that have been severely altered in the past.

       To qualify for this exception, an applicant must demonstrate that cultural resources are not likely to exist in the project area due to past land altering activities, such as grading, filling, or intensive cultivation. He/she shall document the extent and depth of the alterations. An exception to the survey requirement may be granted only when cultural resources that would have been present are likely to have been destroyed. A reconnaissance survey shall be required in instances where resources have only been damaged.

e. New development and uses that would occur on sites that have been adequately surveyed in the past.

   The landowner or agency official must demonstrate that the project area has been adequately surveyed to qualify for this exception. Past surveys must have been conducted by a qualified professional and must include a surface survey and subsurface testing. The nature and extent of any cultural resources in the project area must be adequately documented.

f. Agriculture, except new cultivation. Any operation that would cultivate land that has not been cultivated, or has lain idle, for more than five years shall be considered new cultivation.

g. OPTION. In addition to the exceptions listed above, do not require reconnaissance surveys for geographic areas where reconnaissance surveys conducted by the Gorge Commission and the Forest Service demonstrate that cultural resources are not likely to be present, provided that this exception would not apply to public works projects, recreation facilities, and residential development that involves two or more new dwellings.

   The exempt areas would be identified and mapped after analyzing the survey data gathered during the past three years as part of the development review process. A preliminary analysis of this data indicates that the exempt areas would include portions of Underwood Heights, Corbett, Murray's Addition and Cherry Heights in The Dalles, and west Hood River. If the Gorge Commission chooses this option, a map of the exempt areas would be presented in the draft Management Plan.

13. A historic survey shall be required for all new development and uses that would alter the exterior architectural appearance of buildings and structures that are 50 years old or older, or compromise features of the surrounding area that are important in defining the historic or architectural character of the buildings or structures that are 50 years old or older.

14. The Gorge Commission will conduct and pay for all reconnaissance and historic surveys for small-scale development and uses. Surveys for large-scale development and uses shall be the responsibility of the applicant. For purposes of this Management Plan, large-scale development and uses include residential development involving two or more new dwellings, recreation facilities, commercial and industrial development, transportation and communication facilities, electric transmission lines that are 33 kilovolts or greater, and utility transmission lines and pipelines.

15. Evaluations of significance, assessments of effect, and cultural resource mitigation plans for all development and uses, both small-scale and large-scale, shall be the responsibility of the applicant.

16. If cultural resources may be affected by a proposed activity, an evaluation shall be performed to determine if they are significant. Cultural resources are significant if one of the following criteria is satisfied:

    a. The cultural resources are eligible for inclusion in the National Register of Historic Places.

       As established in the "National Register Criteria for Evaluation" (36 CFR Part 60.4), cultural resources are eligible for the National Register of Historic Places if they possess integrity of location, design, setting, materials, workmanship, feeling, and association. In addition, they must meet one or more of the following criteria:

       (1) Association with events that have made a significant contribution to the broad patterns of the history of this region;

       (2) Association with the lives of persons significant in the past;

       (3) Embody the distinctive characteristics of a type, period, or method of construction, or represent the work of a master, or possess high artistic values, or represent a significant and distinguishable entity whose components may lack individual distinction; or

(4) Yield, or may be likely to yield, information important in prehistory or history.

b. The cultural resources are determined to be culturally significant or sensitive by one or more of the tribal governments.

17. If an applicant determines that cultural resources are not significant, contrary to the beliefs of a tribal government, the CRAC shall review the applicant's evaluation and the tribal government's substantiated concerns. The CRAC will submit a recommendation to the local government as to whether the affected resources are significant.

18. If cultural resources are determined to be significant, there shall be a professional assessment of the effects of the proposed activity. The assessment shall be based on the criteria published in "Protection of Historic Properties" (36 CFR Part 800.9).

19. A mitigation plan shall be prepared if a proposed activity would have an adverse effect on significant cultural resources. The criteria published in "Protection of Historic Properties" (36 CFR Part 800.9) shall be used to determine if a proposed activity would have an adverse effect.

20. Mitigation measures shall reduce an adverse effect to no effect or no adverse effect. New development and uses that would have an adverse effect on significant cultural resources shall be prohibited.

21. New development and uses should avoid significant cultural resources. Other mitigation measures to reduce the effect of a proposed activity on cultural resources shall be used only as a last resort.

22. The state historic preservation officer (SHPO) shall have an opportunity to review all cultural resource surveys, evaluations, assessments, and mitigation plans. Based on comments submitted by SHPO and interested persons, the local government will make a final decision on whether the proposed activity would be consistent with the cultural resource goals, policies, and guidelines.

23. SHPO may delegate all or a portion of his/her responsibilities under these goals, policies, and guidelines to a local government that establishes a Certified Local Government, as provided in the National Historic Preservation Act of 1966.

24. If cultural resources are inadvertently discovered during construction activities, all construction shall cease until the resources are inventoried and evaluated. If the resources are determined to be significant, a mitigation plan shall be prepared.

25. If human remains are discovered during a cultural resource survey or during construction activities, all activities shall cease and the proper officials and governments shall be notified. Human remains shall generally be treated in accordance with state laws. A mitigation plan shall be prepared if the remains are reinterred or preserved in their original position (in situ).

26. The Gorge Commission and local governments will promote educational programs and incentives that encourage landowners and agency officials to voluntarily protect and enhance cultural resources.

GMA Guidelines

Cultural Resource Reconnaissance and Historic Surveys

- **Gorge Commission/Tribal Government Notice**

1. Local governments shall review all land use applications and determine if a reconnaissance or historic survey is required.

2. In addition to other public notice requirements that may exist, local governments shall notify the Gorge Commission whenever (1) a proposed activity requires a reconnaissance or historic survey or (2) cultural resources are known to exist in the project area. In addition, tribal governments shall be notified when (1) a reconnaissance survey is required or (2) cultural resources that are prehistoric or otherwise associated with Native Americans are known to exist in the project area.

Land use application notices that are sent to the Gorge Commission or the tribal governments shall include a map and text.

a. The map shall show the exact location of the project area. It shall include the boundaries of the subject parcel; existing and proposed structures, roads, driveways, utilities, disposal systems, and watercourses; and the location of all proposed grading, filling, ditching, excavation, and vegetation removal.

b. The text shall explain the purpose of the proposed activity and/or describe any actions that will disturb the ground or destroy or alter buildings or structures that are 50 years old or older.

3. Tribal governments shall have 20 calendar days from the date a notice is mailed to submit written comments to the local government. Written comments should describe the nature and location of any cultural resources that exist in the project area and identify individuals with specific knowledge about them. The local government shall send a copy of all comments to the Gorge Commission.

- **Consultation and Ethnographic Research**

1. When written comments are submitted to a local government in a timely manner, the applicant shall offer to meet with the interested persons within 10 calendar days. The 10 day consultation period may be extended upon agreement between the applicant and the interested persons.

   Consultation meetings should provide an opportunity for interested persons to explain how the proposed activity may affect cultural resources. Recommendations to avoid potential conflicts should be discussed.

   All written comments and consultation meeting minutes shall be incorporated into the reconnaissance or historic survey report. In instances where a survey is not required, all such information shall be recorded and addressed in a report that typifies a survey report; irrelevant elements may be omitted, such as the results of surface surveys and subsurface testing.

2. A landowner or agency official who is proposing a large-scale development or use shall conduct interviews and other forms of ethnographic research if interested persons submit a written request for such research. All requests must include a description of the cultural resources that may be affected by the proposed activity and the identity of knowledgeable informants. Ethnographic research shall be conducted by qualified professionals. Tape recordings, maps, photographs, and minutes shall be used when appropriate.

   All written comments, consultation meeting minutes and ethnographic research shall be incorporated into the reconnaissance or historic survey report. In instances where a survey is not required, all such information shall be recorded and addressed in a report that typifies a survey report.

- **Notice of Survey Results**

The local government shall submit a copy of the survey report to SHPO and interested persons when (1) cultural resources exist in the project area and (2) the survey concludes that the proposed activity would not have an effect on the resources. SHPO and interested persons shall have 30 calendar days from the date the survey is mailed to submit written comments to the local government. The local government shall record and address all written comments in its development review order.

- **Termination of the Cultural Resource Protection Process**

The local government will make a final decision on whether the proposed activity would be consistent with the cultural resource goals, policies, and guidelines. If the final decision contradicts the comments submitted by SHPO, the local government must justify how it reached an opposing conclusion.

The cultural resource protection process may terminate when one of the following conditions exist:

1. The proposed activity does not require a reconnaissance or historic survey, no cultural resources are known to exist in the project area, and no substantiated concerns were

voiced by interested persons within 20 calendar days of the date that a land use application notice was mailed.

2. A reconnaissance survey demonstrates that cultural resources do not exist in the project area and no substantiated concerns were voiced by interested persons within 20 calendar days of the date that a land use application notice was mailed.

3. The proposed activity would not have an effect on prehistoric or historic archaeological resources or traditional cultural properties that exist in the project area. To meet this guideline, an adequate buffer zone must be established around the affected resources or properties; all ground disturbing activities shall be prohibited within the buffer zone.

   Buffer zones must preserve the integrity and context of cultural resources. They will vary in width depending on the eventual use of the project area, the type of cultural resources that are present, and the characteristics for which the cultural resources may be significant. A deed covenant, easement, or other appropriate mechanism shall be developed to ensure that the buffer zone and the cultural resources are protected.

   The reconnaissance survey conducted by the Gorge Commission may not have sufficient information to satisfy this guideline. Additional field mapping, subsurface testing, and archival research may be required. The applicant shall be responsible for providing information beyond that included in the survey conducted by the Gorge Commission.

   If an applicant or the local government determines that the proposed activity would have an effect on cultural resources, a professional evaluation of their significance shall be conducted. In these instances, the reconnaissance survey does not have to be submitted to SHPO or interested persons. Rather, the survey and survey report shall be incorporated into the evaluation of significance.

4. A historic survey demonstrates that the proposed activity would not have an effect on historic buildings or structures because (1) SHPO concludes that the historic buildings or structures are clearly not significant, as

determined using the criteria in the "National Register Criteria for Evaluation" (36 CFR Part 60.4); or (2) the proposed activity would not compromise the historic or architectural character of the affected buildings or structures, or compromise features of the site that are important in defining the overall historic character of the affected buildings or structures, as determined by the guidelines and standards in *The Secretary of the Interior's Standards for Rehabilitation* (U.S. Department of the Interior 1990) and *The Secretary of the Interior's Standards for Historic Preservation Projects* (U.S. Department of the Interior 1983).

The information included in the historic survey conducted by the Gorge Commission may not be sufficient to satisfy these guidelines. Detailed architectural and building plans, photographs, and archival research may be required. The applicant shall be responsible for providing information beyond that included in the survey conducted by the Gorge Commission.

The historic survey and report must demonstrate that these guidelines have been clearly and absolutely satisfied. If SHPO or the local government question whether these guidelines have been satisfied, the applicant shall prepare a formal evaluation of significance.

Evaluation of Significance

• Evaluation Criteria and Information Needs

If cultural resources would be affected by a new development or use, there shall be an evaluation of their significance. Evaluations of significance shall meet the following guidelines:

1. Evaluations of significance shall follow the procedures in *How to Apply the National Register Criteria for Evaluation* (U.S. Department of the Interior n.d.) and *Guidelines for the Evaluation and Documentation of Traditional Cultural Properties* (Parker and King n.d.). They shall be presented within local and regional contexts and shall be guided by previous research and current research designs that are relevant to specific research questions for the Columbia River Gorge.

2. To evaluate the significance of cultural resources, the information gathered during the reconnaissance or historic survey may have to be supplemented. Detailed field mapping, subsurface testing, photographic documentation, laboratory analyses, and archival research may be required.

3. The applicant shall contact tribal governments and interested persons, as appropriate. Ethnographic research shall be undertaken as necessary to fully evaluate the significance of the cultural resources.

4. The evaluation of significance shall follow the principles, guidelines, and report format recommended by Oregon SHPO (Oregon State Historic Preservation Office 1990) and Washington SHPO (Washington Office of Archaeology and Historic Preservation n.d.). It shall incorporate the results of the reconnaissance or historic survey and shall illustrate why each cultural resource is or is not significant. Findings shall be presented within the context of relevant local and regional research.

   All documentation used to support the evaluation of significance shall be cited. Evidence of consultation with tribal governments and other interested persons shall be presented. All comments, recommendations, and correspondence from tribal governments and interested persons shall be appended to the evaluation of significance.

- **Notice of Evaluation Results**

If the evaluation of significance demonstrates that the cultural resources are not significant, the local government shall submit a copy of the evaluation of significance to SHPO, tribal governments, and all interested persons. SHPO, tribal governments, and interested persons shall have 30 calendar days from the date the evaluation of significance is mailed to submit written comments to the local government. The local government shall record and address all written comments in its development review order.

- **Cultural Resources are Culturally Significant or Sensitive**

If a tribal government believes that the affected cultural resources are culturally significant or sensitive, contrary to

the evaluation submitted by the applicant, the CRAC shall make an independent review of the applicant's evaluation and the tribal government's substantiated concerns. The CRAC will formulate a recommendation regarding the significance of the cultural resources.

The tribal government must substantiate its concerns in a written report. The report must be submitted to the local government, CRAC, interested persons, and the applicant within 15 calendar days from the date the evaluation of significance is mailed. The CRAC must submit its recommendation to the local government within 30 calendar days from the date the evaluation of significance is mailed.

- **Termination of the Cultural Resource Protection Process**

The local government will make a final decision on whether the affected resources are significant. If the final decision contradicts the comments or recommendations submitted by SHPO or CRAC, the local government must justify how it reached an opposing conclusion.

The cultural resource protection process may terminate if the affected cultural resources are not significant.

If the applicant or the local government determines that the cultural resources are significant, the effects of the proposed activity shall be assessed.

Assessment of Effect

- **Evaluation Criteria and Information Needs**

If a development or use would affect significant cultural resources, an assessment shall be made to determine if it would have no effect, no adverse effect, or an adverse effect. The assessment shall meet the following guidelines:

1. The assessment of effect shall be based on the criteria published in "Protection of Historic Properties" (36 CFR Part 800.9) and shall incorporate the results of the reconnaissance or historic survey and the evaluation of significance. All documentation shall follow the requirements listed in 36 CFR Part 800.8.

a. New development and uses have an effect on cultural resources when they alter or destroy characteristics of the resources that make them significant [36 CFR Part 800.9(a)].

b. New development and uses are considered to have an adverse effect when they may diminish the integrity of the cultural resource's location, design, setting, materials, workmanship, feeling, or association [36 CFR Part 800.9(b)]. Adverse effects on cultural resources include, but are not limited to:

(1) Physical destruction, damage, or alteration of all or part of the cultural resource;

(2) Isolation of the cultural resource from its setting or alteration of the character of the resource's setting when that character contributes to the resource's qualification as being significant;

(3) Introduction of visual, audible, or atmospheric elements that are out of character with the cultural resource or its setting;

(4) Neglect of a significant cultural resource resulting in its deterioration or destruction; and

(5) Transfer, lease, or sale of the cultural resource.

2. The assessment of effect shall be prepared in consultation with tribal governments and interested persons, as appropriate. The concerns and recommendations voiced by tribal governments and interested persons shall be recorded and addressed in the assessment.

3. The effects of a proposed activity that would otherwise be determined to be adverse may be considered to not be adverse in the following instances:

a. The cultural resources are of value only for their potential contribution to archeological, historical, or architectural research, and when such value can be substantially preserved through the conduct of appropriate research before development begins, and such research is conducted in accordance with applicable professional standards and guidelines;

b. The undertaking is limited to the rehabilitation of buildings and structures, and is conducted in a manner that preserves the historical and architectural character of affected cultural resources through conformance with *The Secretary of the Interior's Standards for Rehabilitation* (U.S. Department of the Interior 1990) and *The Secretary of the Interior's Standards for Historic Preservation Projects* (U.S. Department of the Interior 1983); or

c. The proposed activity is limited to the transfer, lease, or sale of cultural resources, and adequate restrictions or conditions are included to ensure preservation of the significant features of the resources.

- **Notice of Assessment Results**

If the assessment of effect concludes that the proposed activity would have no effect or no adverse effect on significant cultural resources, the local government shall submit a copy of the assessment to SHPO, tribal governments, and all interested persons. SHPO, tribal governments, and interested persons shall have 30 calendar days from the date the assessment of effect is mailed to submit written comments to the local government. The local government shall record and address all written comments in its development review order.

- **Termination of the Cultural Resource Protection Process**

The local government will make a final decision on whether the proposed activity would have no effect, no adverse effect, or an adverse effect. If the final decision contradicts the comments submitted by SHPO, the local government must justify how it reached an opposing conclusion.

The cultural resource protection process may terminate if the proposed activity would have no effect or no adverse effect on significant cultural resources.

A mitigation plan shall be prepared if an applicant or the local government determines that the proposed project would have an adverse effect on significant cultural resources.

Mitigation Plans

• Mitigation Plan Criteria and Information Needs

Mitigation plans shall be prepared when new development and uses would have an adverse effect on significant cultural resources. The plans must reduce an adverse effect to no effect or no adverse effect. Mitigation plans shall meet the following guidelines:

1. Mitigation plans shall be prepared in consultation with persons who have concerns about or knowledge of the affected cultural resources, including tribal governments, Native Americans, local governments whose jurisdiction encompasses the project area, and SHPO.

2. The preferred mitigation shall be avoidance of cultural resources through project design and modification and subsequent protection. Other mitigation measures shall be used only as a last resort. A full range of alternative mitigation measures shall be explored if avoidance is not practicable, including reducing the size, scope, configuration, and density of the proposed activity. The alternatives include, but are not limited to burial under fill, stabilization, removal of the cultural resource to a safer place, and partial to full excavation and recordation. If the mitigation plan includes buffer zones to protect cultural resources, a deed covenant, easement, or other appropriate mechanism must be developed and recorded in county deeds and records.

3. Mitigation plans shall incorporate the results of the reconnaissance or historic survey, the evaluation of significance, and the assessment of effect, and shall provide the documentation required in 36 CFR Part 800.8(d), including, but not limited to:

    a. A description and evaluation of any alternatives or mitigation measures that the applicant proposes for reducing the effects of the proposed activity;

    b. A description of any alternatives or mitigation measures that were considered but not chosen and the reasons for their rejection;

c. Documentation of consultation with SHPO regarding any alternatives or mitigation measures;

d. A description of the applicant's efforts to obtain and consider the views of tribal governments, interested persons, and local governments; and

e. Copies of any written recommendations submitted to the local government or applicant regarding the effects of the proposed activity on cultural resources and alternatives to avoid or reduce those effects.

- **Notice of Mitigation Plan Results**

If a mitigation plan reduces the effect of a development or use from an adverse effect to no effect or no adverse effect, the local government shall submit a copy of the mitigation plan to SHPO, tribal governments, and all interested persons. SHPO tribal governments, and interested persons shall have 30 calendar days from the date the mitigation plan is mailed to submit written comments to the local government. The local government shall record and address all written comments in its development review order.

- **Termination of the Cultural Resource Protection Process**

The local government will make a final decision on whether the mitigation plan would reduce an adverse effect to no effect or no adverse effect. If the final decision contradicts the comments submitted by SHPO, the local government must justify how it reached an opposing conclusion.

The cultural resource protection process may terminate if a mitigation plan would reduce an adverse effect to no effect or no adverse effect.

The proposed activity shall be prohibited when acceptable mitigation measures fail to reduce an adverse effect to no effect or no adverse effect.

Cultural Resources Discovered After Construction Begins

The procedures specified below shall be followed when cultural resources are discovered during construction activities.

1. Halt Construction. All construction activities within 100 feet of the discovered cultural resources shall cease. The cultural resources shall remain as found; further disturbance is prohibited.

2. Notification. The landowner or agency official shall notify the local government within 24 hours of the discovery. If the cultural resources are prehistoric or otherwise associated with Native Americans, the applicant shall also notify the tribal governments within 24 hours.

3. Inventory and Evaluation. A qualified professional hired by the applicant shall inventory the cultural resources and gather enough information to evaluate their significance. The evaluation of significance shall be based on the "National Register Criteria for Evaluation" (36 CFR Part 60.4). The inventory and evaluation shall be documented in a report that follows the requirements specified above in "Reconnaissance Survey Reports -- Large Scale Development and Uses" (see below) and "Evaluation of Significance, Evaluation Criteria and Information Needs" (see above).

    a. If the cultural resources are not significant, the local government shall submit a copy of the inventory and evaluation report to SHPO. The tribal governments shall also receive a copy of the report if the cultural resources are prehistoric or otherwise associated with Native Americans. SHPO and tribal governments shall have 10 calendar days from the date an inventory and evaluation report is mailed to submit written comments to the local government.

    b. Construction activities may commence if the cultural resources are not significant. Based on the inventory and evaluation report and written comments, the local government will make a final decision on whether the resources are not significant. If the final decision contradicts the comments submitted by SHPO, the local government shall justify how it reached an opposing conclusion.

    c. If the cultural resources are significant, it shall be assumed that the authorized development or use would have an adverse effect on the resources and a mitigation plan shall be prepared.

4. Mitigation Plan. Mitigation plans shall be prepared in accordance with the information, consultation, and report requirements specified in "Mitigation Plans, Mitigation Plan Criteria and Information Needs" (see above). The cultural resource protection process may terminate when the conditions set forth in "Mitigation Plans, Termination of the Cultural Resource Protection Process" (see above) are met and the mitigation plan is executed.

Discovery of Human Remains

The procedures specified below shall be followed when human remains are discovered during a cultural resource survey or during construction. Human remains means articulated or disarticulated human skeletal remains, bones, or teeth, with or without attendant burial artifacts.

1. Halt Activities. All survey, excavation, and construction activities shall cease. The human remains shall not be disturbed any further.

2. Notification. Local law enforcement officials, the local government, and the tribal governments shall be contacted immediately.

3. Inspection. The county coroner, or appropriate official, shall inspect the remains at the project site and determine if they are prehistoric/historic or modern. Representatives from the tribal governments shall have an opportunity to monitor the inspection.

4. Jurisdiction. If the remains are modern, the appropriate law enforcement officials will assume jurisdiction and the cultural resource protection process may terminate.

5. Treatment. In Oregon, prehistoric/historic remains of Native Americans shall generally be treated in accordance with the procedures set forth in Oregon Revised Statutes, chapter 97.740 to 97.760. In Washington, the procedures set forth in Revised Code of Washington, chapters 27.44 and 68.05 shall generally be implemented if the remains are prehistoric/historic.

   If the human remains will be reinterred or preserved in their original position (in situ), a mitigation plan shall be prepared in accordance with the consultation and report

requirements specified in "Mitigation Plans, Mitigation Plan Criteria and Information Needs" (see above). The plan shall accommodate the cultural and religious concerns of Native Americans, if applicable. The cultural resource protection process may terminate when the conditions set forth in "Mitigation Plans, Termination of the Cultural Resource Protection Process" (see above) are met and the mitigation plan is executed.

Reconnaissance Surveys-- Small Scale Development and Uses

Reconnaissance surveys for small-scale development and uses shall generally include a surface survey and subsurface testing. They shall meet the following guidelines:

1. A surface survey of the project area shall be conducted, except for inundated areas and impenetrable thickets.

2. Subsurface testing shall be conducted if the surface survey reveals that cultural resources may be present. Subsurface probes will be placed at intervals sufficient to determine the absence or presence of cultural resources.

Reconnaissance Survey Reports-- Small Scale Development and Uses

The results of a reconnaissance survey shall be documented in a report that includes the following:

1. A description of the fieldwork methodology used to identify cultural resources, including a description of the type and extent of the survey.

2. A map that shows the project area, the areas surveyed, the location of subsurface probes.

3. A description of any cultural resources that were discovered in the project area, including a written description and photographs.

Reconnaissance Surveys-- Large Scale Development and Uses

Reconnaissance surveys for large-scale development and uses shall always include archival research, a surface survey,

subsurface testing, and a written report. Ethnographic research may be required when a need is substantiated.

Reconnaissance surveys shall meet the following guidelines:

1. Archival research shall be performed prior to any field work. It should entail a thorough examination of tax records; historic maps, photographs, and drawings; previous archaeological, historic, and ethnographic research; cultural resource inventories and records maintained by federal, state, and local agencies; and primary historic accounts, such as diaries, journals, letters, and newspapers.

2. Surface surveys shall include the entire project area, except for inundated areas and impenetrable thickets.

3. Subsurface probes should be placed at 75 foot intervals in a grid pattern (one probe per 5,625 square feet). The probes shall be at least 6 inches in diameter and 6 feet in depth. The material from the probes shall be screened using a mesh size no larger than 1/8 inch. The actual intervals of probes will be determined by the professional who conducts the survey, but shall be placed at intervals sufficient to ensure the presence or absence of cultural resources.

4. Archaeological site inventory forms shall be submitted to SHPO whenever cultural resources are discovered.

Reconnaissance Survey Reports-- Large Scale Development and Uses

The results of a reconnaissance survey for large-scale development and uses shall be documented in a report. At a minimum, reconnaissance survey reports shall include the following elements:

1. A description of the proposed activity, including drawings and maps.

2. A description of the project area, including soils, vegetation, topography, drainage, past alterations, and existing land use.

3. A list of the documents and records examined during the archival research and a description of any prehistoric or historic events associated with the project area.

4. A description of the fieldwork methodology used to identify cultural resources, including a map that shows the project area, the areas surveyed, and the location of subsurface probes. The map shall be prepared at a scale of 1:480 (1 inch equals 40 feet), or a scale providing greater detail.

5. An inventory of the cultural resources that exist in the project area, including a written description, photographs, drawings, and a map. The map shall be prepared at a scale of 1:480 (1 inch equals 40 feet), or a scale providing greater detail.

6. A summary of all written comments submitted by tribal governments and other interested persons.

7. A preliminary assessment of whether the proposed activity would or would not have an effect on cultural resources. The assessment shall incorporate concerns and recommendations voiced during consultation meetings and information obtained through archival and ethnographic research and field surveys.

Historic Surveys and Reports

Historic surveys shall document the location, form, style, integrity, and physical condition of historic buildings and structures. They shall include photographs and maps. Archival research, blueprints, and drawings should be used as necessary.

Historic surveys shall describe any activities that will alter or destroy the exterior architectural appearance of the historic buildings or structures, or compromise features of the site that are important in defining the overall historic character of the historic buildings or structures

The applicant shall provide detailed architectural drawings and building plans that clearly illustrate all proposed alterations.

Cultural Resource Advisory Committee

The Gorge Commission will establish a Cultural Resources Advisory Committee (CRAC) within 200 days after the Secretary of Agriculture concurs with the Management Plan. The CRAC will be composed of cultural resource professionals and tribal government representatives.

The CRAC will perform six principal functions:

1. Review cultural resource surveys, evaluations, impact assessments, and mitigation plans;

2. Periodically formulate and submit recommendations to SHPOs, local governments, and the Gorge Commission regarding cultural resource surveys, evaluations, impact assessments, and mitigation plans;

3. Monitor cultural resource decisions made by SHPOs and the local governments;

4. Recommend procedural and administrative changes to the Gorge Commission that would improve the cultural resource protection process;

5. Advise the Gorge Commission on the design and implementation of future cultural resource inventories, including oral history programs and survey strategies; and

6. Review evaluations of significance when a disagreement arises between an applicant and a tribal government. In these instances, CRAC will submit written recommendations to the local government. Recommendations will be based on the evaluation prepared by the applicant, reports submitted by tribal governments, and comments submitted by interested persons, including SHPO.

Bibliography

Beckham, Stephen D., Rick Minor, Kathryn Anne Toepel, and Jo Reese. *Prehistory and History of the Columbia River Gorge National Scenic Area, Oregon and Washington*. Heritage Research Associates Report No. 75. Eugene, OR: Heritage Research Associates, 1988.

Oregon State Historic Preservation Office. "Archaeological Survey and Reporting Standards." Salem, OR: Oregon

State Parks and Recreation Department, State Historic Preservation Office, 1990. (Xerox copy.)

Parker, Patricia L., and Thomas F. King. *Guidelines for Evaluating and Documenting Traditional Cultural Properties*. National Register Bulletin 38. U.S. Department of the Interior, National Park Service, Interagency Resources Division, no date.

Washington Office of Archaeological Historic Preservation. "Archaeological Survey and Reporting Guidelines." Olympia, WA: Washington Department of Community Development, Office of Archaeology and Historic Preservation, no date. (Xerox copy.)

U.S. Department of the Interior. *How to Apply the National Register Criteria for Evaluation*. National Register Bulletin 15. U.S. Department of the Interior, National Park Service, Interagency Resources Division, no date.

U.S. Department of the Interior. *The Secretary of the Interior's Standards for Historic Preservation Projects*. Washington, D.C.: U.S. Department of the Interior, National Park Service, 1983.

U.S. Department of the Interior. *The Secretary of the Interior's Standards for Rehabilitation*. Washington, D.C.: U.S. Department of the Interior, National Park Service, Preservation Assistance Division, 1990.

Special Management Area

The National Scenic Area Act and other Federal legislation require the protection and enhancement of cultural resources. Prehistoric cultural resources in the Scenic Area are known to date from at least 8,500 years before the present. Historic cultural resources date from the 1805 Lewis and Clark expedition up to the recent past, approximately 50 years ago, including the historic Columbia River Scenic Highway.

Education and awareness of the values associated with these resources is essential to their protection. With more people visiting the Gorge, the profile of cultural resources will continue to increase. A major concern about protection of cultural resources centers around the process used for location, evaluation, and determination of the potential effects of site-specific development proposals on cultural resources.

An additional concern relates to the role of Indian tribal governments in the review of development proposals for potential effects to cultural resources. Federal law, state law for private and public lands in Washington, and state law for state land in Oregon, require consultation with tribal governments in advance of proposed development. The Act also provides that all development actions must protect treaty and treaty-related rights.

A Cultural Resource Overview was prepared for the Scenic Area (Beckham, et al. 1988). The report contains a summary of all documented information on the prehistory and history of the settlements in the Gorge and an overview of the ethnohistory of the local Indian tribes.

An inventory of recorded historic and prehistoric cultural properties was also assembled by Heritage Research Associates. The site specific location inventory is protected information not available to the public. The Act provides that

> *"the location of any Indian burial grounds, village sites, and other areas of archaeological or religious significance shall not be made public..." [Sec.6(a)(1)(A)].*

Even though there is limited information regarding cultural resources of the area, it is certain that there are many cul-

tural resources as yet undiscovered that must be protected. The Forest Service will undertake and assist others in inventories and studies of the cultural resources of Special Management Areas in order to protect undiscovered sites.

The following goals, policies and guidelines are intended to provide protection for cultural resources.

SMA Goal **Cultural Resources**

Protect and enhance cultural resources.

SMA Policies

1. New developments or land uses shall not adversely affect cultural resources.

2. Reviewing agencies shall follow Steps 1 through 5, Cultural Resource Guideline 4 below, for developments or land uses on all public lands, Open Space designated lands, publicly funded projects, federally assisted projects and forest practices and community facilities.

3. Reviewing agencies shall use the procedures defined by the Columbia River Gorge Commission for the General Management Area for proposed developments or land uses not listed in Policy 2 above, including such uses as residential, agricultural or accessory structures and private recreation development.

4. Well defined concentrations of significant cultural resources shall be designated as Open Space.

5. All cultural resource information shall remain confidential, according to the Act, Section 6(a)(1)(A). Federal agency cultural resource information is also exempt by statute from the Freedom of Information Act under 16 USC 470 hh and 36 CFR 296.18.

6. The entity proposing a new development or land use shall be responsible for Steps 1 through 5.

7. The Forest Service will provide for pre-field literature reviews under the field inventory requirements (Step 1) and perform field inventories if required (Step 2), except for federal and state agency projects and community

facilities which will be funded by the entity proposing the project.

8. The applicant shall be responsible for Evaluations of Significance, Determination of Effect, and Mitigation Recommendations (Steps 3, 4 and 5) if required.

9. The Forest Service shall consult with the Indian tribal governments for Steps 1 and 2 and will coordinate consultation for Steps 3 through 5.

10. The Forest Service shall consult with Indian tribal governments for opportunities to enhance cultural resources.

11. Reviewing agencies, land owners, and developers are encouraged to consult with tribal governments for enhancement opportunities.

SMA Guidelines

1. All cultural resource surveys, evaluations, assessments, and mitigation plans shall be performed by professionals whose expertise reflects the type of cultural resources that are involved. Principal investigators shall meet the professional standards published in 36 CFR Part 61.

2. For federal or federally assisted undertakings, the reviewing agency will complete its consultation responsibilities under Section 106 of the Historic Preservation Act of 1966. [36 CFR 800.1(c)(i)].

3. Discovery During Construction: All authorizations for new developments or land uses shall be conditioned to require the immediate notification of the reviewing agency in the event of the inadvertent discovery of cultural resources during construction or development. In the event of the discovery of cultural resources, particularly human bone or burials, work in the immediate area of discovery shall be suspended until a cultural resource professional can evaluate the potential significance of the discovery, and recommend measures to protect and/or recover the resource.

   If the discovered material is suspected to be human bone or a burial, the following procedure shall be used:

   a. Stop all work in the vicinity of the discovery.

b. The applicant shall immediately notify the Forest Service, the applicant's cultural resource professional, the county coroner, and appropriate law enforcement agencies.

c. The Forest Service shall notify the tribal governments if the discovery is determined to be an Indian burial or a cultural resource.

4. Reviewing agencies shall use the following steps for assessing potential effects to cultural resources.

Step 1 - Literature Review and Consultation

a. An assessment of the presence of any cultural resources, listed on the National Register of Historic Places at the national, state or local level, on or within the area of potential direct and indirect impacts.

b. A search of state and local county government, National Scenic Area/Forest Service and any other pertinent inventories to identify cultural resources, including consultation with the State Historic Preservation Office (SHPO) and tribal governments. State and tribal government response shall be allowed 30 days.

c. Consultation with cultural resource professionals knowledgeable about the area.

d. Field inventory requirements will be determined using the results of the Literature Review, responses to consultation requests, including Indian tribal governments, and the Field Inventory Matrix (Part II, page 31).

e. A statement by the Forest Service as to further inventory requirements for Steps 2 through 5.

f. When a field inventory is not required, the reviewing agency shall document that decision with the Indian tribal governments, the SHPO, and the Forest Service.

Step 2 - Field Inventory

a. As determined by Step 1, the presence of a recorded or known cultural resource, including those reported in

consultation with the tribal governments on or within the immediate vicinity of a new development or land use, shall require a field inventory by a cultural resource professional.

b. Tribal representatives shall be invited to participate in the field inventory.

c. The field inventory shall consist of one or the other of the following standards, as determined by the cultural resource professional:

(1) Complete survey: the systematic examination of the ground surface through a controlled procedure, such as walking an area in evenly-spaced transects. A complete survey may also require techniques such as clearing of vegetation, augering or shovel probing of subsurface soils for the presence of buried cultural materials.

(2) Sample survey: the sampling of an area to assess the potential of cultural resources within the area of proposed development or use. This technique is generally used for large or difficult to survey parcels, and is generally accomplished by a stratified random or non-stratified random sampling strategy. A parcel is either stratified by variables such as vegetation, topography or elevation, or by non-environmental factors such as a survey grid. Under this method, statistically valid samples are selected and surveyed to indicate the probability of presence, numbers and types of cultural resources throughout the sampling strata. Depending on the results of the sample, a complete survey may or may not subsequently be recommended.

d. A field inventory report is required, and shall include the following:

(1) A narrative integrating the literature review (Step 1) with the field inventory (Step 2).

(2) A description of the field inventory methodology utilized under Step 2, describing the type and extent of field inventory, supplemented by maps

Field Inventory Matrix

*Probability Map	***Potential Project Impacts Low	Moderate	High
Low Probability Area	**N**	**N**	**Y**
Moderate Probability Area	**N**	**Y**	**Y**
High Probability Area	**N**	**Y**	**Y**

"N" = No Field Inventory
"Y" = Field Inventory

***Probability Map**

This map indicates the probability of finding cultural resources in a given area.

Low Probability: Those areas which due to recent modifications, steep slope, and other culturally-constraining features, have little to no likelihood for the presence of cultural resources

Moderate Probability: Denotes those areas for which insufficient knowledge exists, or for those areas which are normally inaccessible or unobservable due to dense vegetation, groundcover, or other hindrances.

High Probability: Those areas with known or immediately adjacent cultural resources, and areas of know sensitivity based upon ethnographic information, information derived from Indian tribal governments or people familiar with the area, and prior experience. Field inventories by cultural resource professionals familiar with the area will be required for all proposed developments or actions in a "high" sensitivity area, unless local conditions warrant otherwise.

****Potential Project Impacts**

Low Potential Impact: One in which no ground disturbance is likely to occur, such as in surveying for project alignments, adjustments or land lines or boundaries, internal maintenance and remodeling of dwellings, and hand treatment of brush within established rights-of-way.

Moderate Potential Impact: Where there is the potential for ground disturbance of a slight nature. Examples include mechanical chipping of brush, helicopter logging in the absence of on-the-ground bunching of logs, repair and minor rehabilitation of structures, and installation of surface chemical toilets.

High Potential Impact: Where there will be significant ground disturbance. Examples include logging, road and trail construction, campground and recreation site construction, external improvements to structures greater than 50 years of age, and projects within or adjacent to waters which support anadromous fisheries.

which graphically illustrate the areas surveyed, not surveyed, and the rationale for each.

(3) A statement of the presence or absence of cultural resources within the area of the new development or land in use.

(4) When cultural resources are not located, a statement of the likelihood of buried or otherwise concealed cultural resources shall be included. Recommendations and standards for monitoring, if appropriate, shall be included.

e. Report format shall follow that specified by the Office of Archaeology and Historic Preservation for inventories conducted in the state of Washington. Report format for inventories conducted in the state of Oregon shall follow that specified by the Oregon State Historic Preservation Office.

f. The field inventory report shall be presented to the appropriate county and/or the Forest Service for review.

Step 3 - Evaluations of Significance

a. When cultural resources are found within the area of the new development or land use, an evaluation of significance shall be completed for each cultural resource relative to the criteria of the National Register of Historic Places (36 CFR 60.4).

b. Evaluations of cultural resource significance shall be guided by previous and current research designs relevant to specific research questions for the area.

c. Evaluations of the significance of traditional cultural properties should follow National Register Bulletin 38, "Guidelines for the Evaluation and Documentation of Traditional Cultural Properties", within local and regional contexts.

d. Recommendations for eligibility of individual cultural resources under National Register Criteria A through D (36 CFR 60.4) shall be completed for each identified resource. The Forest Service shall be presented with evaluations of eligibility or non-eligibility within the

context of relevant local and regional research. The Forest Service shall review evaluations for adequacy.

e. Evidence of consultation with tribal governments and individuals with knowledge of the cultural resources in the project area, and documentation of their concerns, shall be included as part of the evaluation of significance.

Step 4 - Determination of Effect

a. For each significant (i.e., National Register eligible) cultural resource inventoried within the area of the proposed development or change in use, evaluations of effect shall be completed, using the criteria outlined in 36 CFR 800.5 "Assessing Effects". Evidence of consultation with tribal governments and individuals with knowledge of the cultural resources of the project area shall be included for (b) through (d) below. The Forest Service shall review each determination for adequacy.

b. If the proposed development or change in use will have "No Adverse Effect" (36 CFR 800.8) to a cultural resource, documentation for that finding shall be completed, following the "Documentation Requirements" of 36 CFR 800.8(a).

c. If the proposed development or change in use will have an "Adverse Effect" as defined by 36 CFR 800.9(b) to a cultural resource, the type and extent of "Adverse Effect" upon the qualities of the property that make it eligible to the National Register shall be documented. This documentation shall follow the process outlined under 36 CFR 800.5(e).

d. If the "effect" appears to be beneficial (i.e., an enhancement to cultural resources), documentation shall be completed for the recommendation of that effect upon the qualities of the cultural resource that make it eligible to the National Register. This documentation shall follow the process outlined under 36 CFR 800.8 "Documentation Requirements".

Step 5 - Mitigation

a. If there will be an effect on cultural resources, measures shall be provided for mitigation of effects. These measures shall address factors such as avoidance of the property through project design or modification and subsequent protection, burial under fill, data recovery excavations, or other measures which are proposed to mitigate effects.

b. Evidence of consultation with tribal governments and individuals with knowledge of the resources to be affected, and documentation of their concerns, shall be included for all mitigation proposals.

c. The Forest Service shall review all mitigation proposals for adequacy.

Chapter 3

Natural Resources

General Management Area

The Scenic Area Act tells the Gorge Commission to inventory, protect, and enhance natural resources, including fish and wildlife habitat, rare plants, significant natural areas, streams and water bodies, and wetlands. Specifically, new residential and commercial development, mineral operations, and other development should not adversely affect natural resources [Section 6(d)].

Further, the Scenic Area Act directs that the Management Plan shall protect and enhance open spaces [Section 6(d)(3)], and open spaces include

> *". . . fish and wildlife habitat . . . lands which support plant species that are endemic to the Scenic Area or which are listed as rare, threatened, or endangered species pursuant to state or federal endangered species acts . . . ecologically and scientifically significant natural areas . . . water areas and wetlands . . ." [Section 2(l)].*

Wetlands

Wetlands Inventory

As part of the National Wetlands Inventory, the U.S. Fish and Wildlife Service identified and mapped wetlands in the Scenic Area. The wetlands are shown on U.S. Geological Survey 7.5 minute (1:24,000) topographic maps.

The National Wetlands Inventory was prepared using high altitude aerial photographs, which ranged from good to poor in quality. Consequently, some wetlands may not be shown on the maps.

Hydric soils often indicate the presence of wetlands and are used to help identify wetlands that may not appear in the National Wetlands Inventory. A list of hydric soils in the Scenic Area has been prepared by the U.S. Soil Conservation Ser-

vice. Hydric soils can be located by using the maps included in soil surveys.

GMA Goals

1. Achieve no overall net loss of wetlands acreage and functions.

2. Increase the quantity and quality of wetlands.

GMA Policies

1. The wetlands goals, policies and guidelines in this Management Plan shall not apply to the main stem of the Columbia River. The Gorge Commission will rely on the applicable federal and state laws to protect wetlands in the Columbia River, including U.S. Clean Water Act, Washington Hydraulic Code, and Oregon Removal-Fill Act.

   The main stem of the Columbia River is depicted on the map titled "Boundary Map, Columbia River Gorge National Scenic Area," numbered NSA-001, and dated September 1986; its boundaries appear as a heavy black line that generally follows the shoreline. For the purposes of this Management Plan, backwaters and isolated waterbodies created by roads and railroads are not part of the main stem of the Columbia River.

2. All wetlands, regardless of their size or functions, warrant protection from new development and uses that may alter or destroy wetlands functions.

3. The National Wetlands Inventory and the list of hydric soils shall be used as a general guide to the location of wetlands; additional wetlands are assumed to exist and shall be protected.

4. The exact location of wetlands boundaries shall be delineated using the procedures specified in the *Federal Manual for Identifying and Delineating Jurisdictional Wetlands* (Federal Interagency Committee for Wetland Delineation 1989).

5. An undisturbed buffer should be preserved around wetlands to protect and enhance wetlands functions and associated uplands.

6. Low-intensity activities may be allowed outright in wetlands and wetlands buffer zones. Development and uses that may impact wetlands acreage and functions may be allowed in wetlands or wetlands buffer zones after a review use permit is issued by the local government.

7. New development and uses that are not water-dependent or water-related shall be allowed in wetlands when less environmentally damaging practicable alternatives do not exist.

8. Impacts to wetlands shall be allowed only when all practicable measures have been applied to minimize those impacts that are unavoidable and in the public interest.

9. An applicant shall be required to offset unavoidable impacts to wetlands that result from his/her actions by restoring, creating, or enhancing wetlands and by providing appropriate wetlands buffer zones as specified in this Management Plan.

10. Development proposals affecting wetlands shall be coordinated with federal and state agencies that regulate new development and uses in wetlands.

11. Within six months of the date that the state of Oregon or Washington adopts a comprehensive wetlands ordinance, the Gorge Commission will complete an evaluation that compares the state ordinance to the wetlands policies and guidelines in this Management Plan. If the Gorge Commission determines that the state ordinance provides equal or greater protection to wetlands than the policies and guidelines in this Management Plan, local governments may adopt the state ordinance in-lieu of the wetlands policies and guidelines in this Management Plan.

GMA Guidelines

Development and Uses Allowed Outright

The following development and uses may be allowed outright in wetlands and wetlands buffer zones without being reviewed by a local government, provided they (1) are conducted using best management practices; (2) do not require structures, grading, filling, draining, flooding, ditching, vegetation removal, or dredging beyond the extent specified

below; and (3) comply with all applicable federal, state, and local laws:

1. Fish and wildlife management activities conducted by federal or state resource agencies.

2. Soil, water, and vegetation conservation activities that protect and enhance wetlands acreage and functions.

3. Low-intensity recreation activities, including hunting, fishing, trapping, bird watching, hiking, boating, swimming, and canoeing.

4. Noncommercial harvesting of wild crops, such as ferns, moss, berries, tubers, tree fruits, and seeds in a manner that does not injure natural plant reproduction or impact endemic and listed plant species.

5. Agriculture, except new cultivation. Any operation that would cultivate land that has not been cultivated, or has lain idle, for more than five years shall be considered new cultivation and shall require a review use permit.

6. Ditching, tilling, dredging, excavating, or filling conducted solely for the purpose of repairing and maintaining existing irrigation and drainage systems necessary for agriculture, provided that such activities are not undertaken to cultivate lands that have not been cultivated, or have lain idle, for more than five years. Activities relating to new cultivation shall require a review use permit if they would affect wetlands.

7. Commercial fishing and trapping.

8. Educational activities and scientific research.

9. Navigation aids, including structures covered by 16 USC 544o(a)(3), (National Scenic Area Act).

10. Forest practices that are conducted pursuant to Oregon and Washington forest practices acts.

11. Repair and maintenance of serviceable structures, including dwellings, docks, roads, railroads, and utilities that provide transportation, electric, gas, water, telephone, telegraph, telecommunication, or other services.

Review Uses

Except for development and uses that are allowed outright, no development or uses may be conducted in wetlands or wetlands buffer zones unless a review use permit is issued by the local government.

- **Modifications to Existing Structures and Minor Water-Dependent and Water-Related Structures**

The development listed below may be allowed in wetlands and wetlands buffer zones as a review use, provided the applicant demonstrates the following: (1) practicable alternatives to locating the proposed structure outside of the wetland or wetland buffer zone and/or minimizing the impacts of the proposed structure do not exist; (2) all reasonable measures have been applied to ensure that the proposed structure will result in the minimum feasible alteration or destruction of a wetland's functions, existing contour, vegetation, fish and wildlife resources, and hydrology; (3) the proposed structure will be constructed using best management practices; (4) areas disturbed during construction of the proposed structure will be rehabilitated to the maximum extent practicable; and (5) the proposed structure complies with all applicable federal, state, and local laws.

1. The modification and/or expansion of existing serviceable structures, provided that such modifications would not increase the size of an existing structure by more than 100 percent or result in a loss of wetlands acreage or functions.

2. The construction of minor water-related recreation structures that are available for public use. Structures in this category shall be limited to boardwalks; trails and paths, provided their surface is not constructed of impervious materials; observation decks; and interpretative aids, such as kiosks and signs.

3. The construction of minor water-dependent structures that are placed on pilings, provided that the pilings allow unobstructed flow of water and are not placed so close together that they effectively convert an aquatic area to dry land. Structures in this category shall be limited to public and private docks, and fish and wildlife manage-

ment structures that are constructed by federal and state resource agencies.

- **Other Regulated Development and Uses**

Except for development and uses that are allowed outright, the modification of existing serviceable structures, and new minor water-dependent and water-related structures, as specified above, development and uses may be allowed in wetlands and wetlands buffer zones as a review use, provided the applicant satisfies the following guidelines. Regulated development and uses include all actions that affect wetlands and wetlands buffer zones, including the construction of structures, vegetation removal, grading, filling, draining, flooding, ditching, or dredging.

1. The proposed activity is water-dependent, or is not water-dependent but has no practicable alternative as determined by the practicable alternative test in this section.

2. The proposed activity is in the public interest as determined by the public interest test in this section.

3. Measures have been applied to ensure that the proposed activity results in the minimum feasible alteration or destruction of the wetland's functions, existing contour, vegetation, fish and wildlife resources, and hydrology.

4. Groundwater and surface-water quality will not be degraded by the proposed activity.

5. Those portions of a proposed activity that are not water-dependent or have a practicable alternative will not be located in wetlands or wetlands buffer zones.

6. The proposed activity complies with all applicable federal, state, and local laws.

7. Areas that are disturbed during construction of the proposed activity will be rehabilitated to the maximum extent practicable.

8. Unavoidable impacts to wetlands will be offset through the deliberate restoration, creation, or enhancement of wetlands. Wetlands restoration, creation, and enhancement are not alternatives to the guidelines listed above; they

shall be used only as a last resort to offset unavoidable wetlands impacts.

The following wetlands restoration, creation, and enhancement guidelines shall apply:

a. Impacts to wetlands shall be offset by restoring or creating new wetlands or by enhancing degraded wetlands. Wetlands restoration shall be the preferred alternative.

b. Wetlands restoration, creation, and enhancement projects shall be conducted in accordance with a wetlands compensation plan.

c. Wetlands restoration, creation, and enhancement projects shall use native vegetation.

d. The size of replacement wetlands shall equal or exceed the following ratios. The first number specifies the acreage of wetlands requiring replacement and the second number specifies the acreage of wetlands altered or destroyed.

   (1) Restoration: 2:1

   (2) Creation: 3:1

   (3) Enhancement: 4:1

e. Replacement wetlands shall replicate the functions of the wetland that will be altered or destroyed such that no net loss of wetlands functions occurs.

f. Replacement wetlands should replicate the type of wetland that will be altered or destroyed. If this standard is not feasible or practical due to technical constraints, a wetland type of equal or greater benefit may be substituted, provided that no net loss of wetlands functions occurs.

g. Wetlands restoration, creation, or enhancement should occur within 1,000 feet of the affected wetland. If this guideline is not practicable due to physical or technical constraints, replacement shall occur within the

same watershed and as close to the altered or destroyed wetland as practicable.

h. Restoration, creation, and enhancement efforts should be completed before a wetland is altered or destroyed. If this guideline is not practicable, restoration, creation, or enhancement shall be completed before the new development is occupied or used.

i. Five years after a wetland is restored, created, or enhanced at least 75 percent of the replacement vegetation must survive. The applicant shall monitor the hydrology and vegetation of the replacement wetland and shall take corrective measures to ensure that it conforms with the approved wetlands compensation plan and this guideline.

Wetlands Buffer Zones

1. The width of wetlands buffer zones shall be based on the dominant vegetation community that exists in a buffer zone.

2. The dominant vegetation community in a buffer zone is the vegetation community that covers the most surface area of that portion of the buffer zone that lies between the proposed activity and the affected wetland. Vegetation communities are classified as forest, shrub, or herbaceous.

   a. A forest vegetation community is characterized by trees with an average height equal to or greater than 20 feet, accompanied by a shrub layer; trees must form a canopy cover of at least 40 percent and shrubs must form a canopy cover of at least 40 percent. A forest community without a shrub component that forms a canopy cover of at least 40 percent shall be considered a shrub vegetation community for purposes of this Management Plan.

   b. A shrub vegetation community is characterized by shrubs and trees that are greater than 3 feet tall and form a canopy cover of at least 40 percent.

   c. A herbaceous vegetation community is characterized by the presence of herbs, including grass and grasslike plants, forbs, ferns, and nonwoody vines.

3. Buffer zones shall be measured outward from a wetlands boundary on a horizontal scale that is perpendicular to the wetlands boundary. The following buffer zone widths shall be required:

   a. Forest communities: 75 feet

   b. Shrub communities: 100 feet

   c. Herbaceous communities: 150 feet

4. Except as otherwise allowed, wetlands buffer zones shall be retained in their natural condition. When a buffer zone is disturbed by a new development or use, it shall be replanted with native plant species.

Rules for Delineating Wetlands Boundaries

1. The approximate location and extent of wetlands in the Scenic Area is shown on the National Wetlands Inventory (U.S. Fish and Wildlife Service 1987). In addition, the list of hydric soils and the soil survey maps shall be used as an indicator of wetlands.

   Some wetlands may not be shown on the wetland inventory or soil survey maps. Wetlands that are discovered by the local planning staff during an inspection of a potential development site shall be delineated and protected.

2. Determining the exact location of a wetlands boundary shall be the responsibility of the applicant. Wetlands boundaries shall be delineated using the procedures specified in the *Federal Manual for Identifying and Delineating Jurisdictional Wetlands* (Federal Interagency Committee for Wetland Delineation 1989), and any subsequent amendments. All wetlands delineations shall be conducted by a professional who has been trained to use the federal delineation procedures, such as a soil scientist, botanist, or wetlands ecologist.

3. The local government may verify the accuracy of, and may render adjustments to, a wetlands boundary delineation. In the event the adjusted boundary delineation is contested by the applicant, the local government shall, at the applicant's expense, obtain professional services to render a final delineation.

Practicable Alternative Test

For all review use permits, an alternative site for a proposed activity shall be considered practicable if it is available and the proposed activity can be undertaken on that site after taking into consideration cost, technology, logistics, and overall project purposes.

A practicable alternative does not exist if an applicant satisfactorily demonstrates all of the following:

1. The basic purpose of the development or use cannot be reasonably accomplished using one or more other sites in the vicinity that would avoid or result in less adverse effects on wetlands;

2. The basic purpose of the development or use cannot be reasonably accomplished by reducing its size, scope, configuration, or density as proposed, or by changing the design of the development or use in a way that would avoid or result in less adverse effects on wetlands; and

3. When an applicant has rejected alternatives to the development or use as proposed due to constraints such as inadequate infrastructure or parcel size, he/she has made reasonable attempts to remove or accommodate such constraints. If a land use designation or recreation intensity class is a constraint, the applicant must formally request a Management Plan amendment in order to demonstrate that alternative sites are not practicable.

Public Interest Test

The following factors shall be considered when determining if a proposed activity is in the public interest:

1. The extent of public need for the proposed activity.

2. The extent and permanence of beneficial or detrimental effects that the proposed activity may have on the public and private uses for which the property is suited.

3. The functions and size of the wetland that may be affected.

4. The economic value of the proposed activity to the general area.

5. The ecological value of the wetland and probable effect on public health and safety, fish, plants, and wildlife.

Wetlands Development Plans

1. A wetlands development plan shall be prepared by an applicant when new development and uses that are not allowed outright are proposed in wetlands or wetlands buffer zones.

2. Wetlands development plans shall include a map and text. The map shall be prepared at a scale of 1:480 (1 inch equals 40 feet), or a scale providing greater detail. It shall include the exact boundary of the wetland and the wetland buffer zone; the width, length, and depth of all existing and proposed structures, roads, and watercourses within 500 feet of the wetland; wastewater and stormwater facilities and utilities within 500 feet of the wetland; and the location of all proposed grading, filling, draining, flooding, ditching, dredging, and vegetation removal within 500 feet of the wetland. The text shall explain the purpose of the proposed activity and describe the actions that will alter or destroy the wetland.

Wetlands Compensation Plans

Wetlands compensation plans shall be prepared when an applicant is required to restore, create, or enhance wetlands. They shall satisfy the following guidelines:

1. Wetlands compensation plans shall be prepared by a qualified professional hired by an applicant. They shall provide for land acquisition, construction, maintenance, and monitoring of replacement wetlands.

2. Wetlands compensation plans shall include an ecological assessment of the wetland that will be altered or destroyed and the wetland that will be restored, created, or enhanced. The assessment shall include information on flora, fauna, hydrology, and wetlands functions.

3. Compensation plans shall also assess the suitability of the proposed site for establishing a replacement wetland, including a description of the water source and drainage

patterns, topography, wildlife habitat opportunities, and value of the existing area to be converted.

4. Plan view and cross-sectional, scaled drawings; topographic survey data, including elevations at contour intervals no greater than 1 foot, slope percentages, and final grade elevations; and other technical information shall be provided in sufficient detail to explain and illustrate:

   a. Soil and substrata conditions, grading and excavation, and erosion and sediment control needed for wetland construction and long-term survival.

   b. Planting plans that specify native plant species, quantities, size, spacing, or density; source of plant materials or seeds; timing, season, water, and nutrient requirements for planting; and where appropriate, measures to protect plants from predation.

   c. Water-quality parameters, water source, water depths, water-control structures, and water-level maintenance practices needed to achieve the necessary hydrologic conditions.

5. A five-year monitoring, maintenance, and replacement program shall be included in all plans. At a minimum, an applicant shall provide an annual report that documents milestones, successes, problems, and contingency actions. Photographic monitoring stations shall be established and photographs shall be used to monitor the replacement wetland.

6. An applicant shall demonstrate sufficient fiscal, technical, and administrative competence to successfully execute a wetlands compensation plan.

Streams, Ponds, Lakes, and Riparian Areas

Streams, Ponds, Lakes, and Riparian Areas Inventory

The U.S. Geologic Survey 7.5 minute (1:24,000) topographic maps identify many streams, ponds, and lakes. However,

these maps are not definitive; some aquatic areas may not appear on the U.S. Geologic Survey maps.

The sensitive wildlife inventory includes two types of streams that have special values, tributary fish habitat and special streams. Tributary fish habitat refers to perennial and intermittent streams that are used by anadromous or resident fish for spawning, rearing, and/or migration. Special streams supply water to fish hatcheries and rearing ponds.

GMA Goals

1. Protect water quality, natural drainage, and fish and wildlife habitat of streams, ponds, lakes, and riparian areas.

2. Enhance aquatic and riparian areas that have been degraded.

GMA Policies

1. The stream, pond, lake, and riparian area goals, policies, and guidelines in this Management Plan shall not apply to those portions of the main stem of the Columbia River that adjoin the Urban Areas. The Gorge Commission will rely on the applicable federal and state laws to protect those portions of the Columbia River that adjoin the Urban Areas.

2. New development and uses adjacent to streams, ponds, and lakes should preserve an undisturbed buffer zone that is wide enough to protect aquatic and riparian areas.

3. Low-intensity activities may be allowed outright in streams, ponds, lakes, and their buffer zones. Development and uses that may affect water quality, natural drainage, or wildlife habitat may be allowed in streams, ponds, lakes, and their buffer zones after a review use permit is issued by the local government.

4. New development and uses that are not water-dependent or water-related shall be allowed in streams, ponds, lakes, and riparian areas if they are in the public interest and less environmentally damaging practicable alternatives do not exist.

5. Practicable measures shall be applied to minimize unavoidable impacts to aquatic and riparian areas.

6. An applicant shall be required to offset unavoidable impacts to aquatic areas and their buffer zones that result from his/her actions by rehabilitating or enhancing aquatic and riparian areas.

7. When development and uses are authorized in degraded aquatic and riparian areas, rehabilitation shall return the project area to its natural condition to the maximum extent practicable.

8. The Gorge Commission and local governments shall encourage the use of existing public programs and incentives to rehabilitate and enhance streams, ponds, lakes, and riparian areas that have been disturbed.

GMA Guidelines

Development and Uses Allowed Outright

The following development and uses may be allowed outright in streams, ponds, lakes, and their buffer zones without being reviewed by a local government, provided they (1) are conducted using best management practices; (2) do not require structures, grading, filling, draining, flooding, ditching, vegetation removal, or dredging beyond the extent specified below; and (3) comply with all applicable federal, state, and local laws:

1. Fish and wildlife management activities conducted by federal or state resource agencies.

2. Soil, water, and vegetation conservation activities that protect water quality, natural drainage, and fish and wildlife habitat of streams, ponds, lakes, and riparian areas.

3. Low-intensity recreation activities, including hunting, fishing, trapping, bird watching, hiking, boating, swimming, and canoeing.

4. Noncommercial harvesting of wild crops, such as ferns, moss, berries, tubers, tree fruits, and seeds in a manner that does not injure natural plant reproduction or impact endemic and listed plant species.

5. Agriculture, except new cultivation. Any operation that would cultivate land than has not been cultivated, or has

lain idle, for more that five years shall be considered new cultivation and shall require a review use permit.

6. Ditching, tilling, dredging, excavating, or filling conducted solely for the purpose of repairing and maintaining existing irrigation and drainage systems necessary for agriculture, provided that such activities are not undertaken to cultivate lands that have not been cultivated, or have lain idle, for more than five years. Activities relating to new cultivation shall require a review use permit if they would impact aquatic or riparian areas.

7. Commercial fishing and trapping.

8. Educational activities and scientific research.

9. Navigation aids, including structures covered by 16 USC 544o (a)(3), (National Scenic Area Act).

10. Forest practices that are conducted pursuant to Oregon and Washington forest practices acts.

11. Repair and maintenance of serviceable structures, including dwellings, docks, roads, railroads, and utilities that provide transportation, electric, gas, water, telephone, telegraph, telecommunication, or other services.

Review Uses

Except for development and uses that are allowed outright, no development or uses may be conducted in streams, ponds, lakes, or their buffer zones unless a review use permit is issued by the local government.

- **Modifications to Existing Structures and Minor Water-Dependent and Water-Related Structures**

The development listed below may be allowed in streams, ponds, lakes, and their buffer zones as a review use, provided the applicant demonstrates the following: (1) practicable alternatives to locating the proposed structure outside of the stream, pond, lake, or buffer zone and/or minimizing the impacts of the proposed structure do not exist; (2) all reasonable measures have been applied to ensure that the proposed structure will result in the minimum feasible alteration or destruction of water quality, natural drainage,

and fish and wildlife habitat of streams, ponds, lakes, and riparian areas; (3) the proposed structure will be constructed using best management practices; (4) areas disturbed during construction of the proposed structure will be rehabilitated to the maximum extent practicable; and (5) the proposed structure complies with all applicable federal, state, and local laws.

1. The modification and/or expansion of existing serviceable structures, provided that such modifications would not increase the size of an existing structure by more than 100 percent or result in a loss of water quality, natural drainage, and fish and wildlife habitat of the affected aquatic or riparian area.

2. The construction of minor water-related recreation structures that are available for public use. Structures in this category shall be limited to boardwalks; trails and paths, provided their surface is not constructed of impervious materials; observation decks; and interpretative aids, such as kiosks and signs.

3. The construction of minor water-dependent structures that are placed on pilings, provided that the pilings allow unobstructed flow of water and are not placed so close together that they effectively convert an aquatic area to dry land. Structures in this category shall be limited to public and private docks, and fish and wildlife management structures that are constructed by federal and state resource agencies.

- **Other Regulated Development and Uses**

Except for development and uses that are allowed outright, the modification of existing serviceable structures, and new minor water-dependent and water-related structures, as specified above, development and uses may be allowed in streams, ponds, lakes, and/or buffer zones as a review use, provided the applicant satisfies the following guidelines. Regulated development and uses include all actions that affect aquatic and riparian areas, including the construction of structures, vegetation removal, grading, filling, draining, flooding, ditching, or dredging.

1. The proposed activity is water-dependent, or is not water-dependent but has no practicable alternative.

A local government may conclude that a practicable alternative to the proposed activity does not exist if the "Practicable Alternative Test" in the "Wetlands" section of this chapter is satisfied, substituting the term stream, pond, lake, or riparian area as appropriate.

2. The proposed activity is in the public interest.

   In determining if a proposed activity is in the public interest, the guidelines in the "Public Interest Test" of the "Wetlands" section of this chapter shall be considered, substituting the term stream, pond, lake, or riparian area as appropriate.

3. Measures have been applied to ensure that the proposed activity results in minimum feasible impacts to water quality, natural drainage, and fish and wildlife habitat of the affected stream, pond, lake, and/or buffer zone.

   As a starting point, the following mitigation measures shall be considered when new development and uses are proposed in streams, ponds, lakes, and buffer zones:

   a. Alterations shall be conducted during periods of low stream flow and/or periods when fish, wildlife, and aquatic species are least sensitive to construction activities.

   b. All natural vegetation shall be retained to the greatest extent practicable, including aquatic and riparian vegetation.

   c. Nonstructural controls and natural processes shall be used to the greatest extent practicable.

   d. Bridges, roads, pipeline and utility corridors, and other water crossings shall be minimized and should serve multiple purposes and properties.

   e. Stream channels should not be placed in culverts unless absolutely necessary for property access. Bridges are preferred for water crossings to reduce disruption to streams, ponds, lakes, and their banks. When culverts are necessary, oversized culverts with open bottoms that maintain the channel's width and grade should be used.

f. Temporary and permanent control measures should be applied to minimize erosion and sedimentation when riparian areas are disturbed, including slope netting, berms and ditches, tree protection, sediment barriers, infiltration systems, and culverts.

4. Groundwater and surface-water quality will not be degraded by the proposed activity.

5. Those portions of a proposed activity that are not water-dependent or have a practicable alternative will be located outside of stream, pond, and lake buffer zones.

6. The development or use complies with all applicable federal, state, and local laws.

7. Unavoidable impacts to aquatic and riparian areas will be offset through rehabilitation and enhancement.

   Rehabilitation and enhancement should achieve no net loss of water quality, natural drainage, and fish and wildlife habitat of the affected stream, pond, lake, and/or buffer zone. When a project area has been disturbed in the past, it shall be rehabilitated to its natural condition to the maximum extent practicable.

   When a project area cannot be completely rehabilitated, such as when a boat launch permanently displaces aquatic and riparian areas, enhancement shall also be required.

   The following rehabilitation and enhancement guidelines shall apply:

   a. Rehabilitation and enhancement projects shall be conducted in accordance with a rehabilitation and enhancement plan.

   b. Natural hydrologic conditions shall be replicated, including current patterns, circulation, velocity, volume, and normal water fluctuation.

   c. Natural stream channel and shoreline dimensions shall be replicated, including depth, width, length, cross-sectional profile, and gradient.

d. The bed of the affected aquatic area shall be rehabilitated with identical or similar materials.

e. Riparian areas shall be rehabilitated to their original configuration, including slope and contour.

f. Fish and wildlife habitat features shall be replicated, including pool-riffle ratios, substrata, and structures. Structures include large woody debris and boulders.

g. Stream channels and banks, shorelines, and riparian areas shall be replanted with native plant species that replicate the original vegetation community.

h. Rehabilitation and enhancement efforts shall be completed immediately after the stream, pond, lake, and/or buffer zone is altered or destroyed.

i. Three years after an aquatic area or buffer zone is rehabilitated or enhanced, at least 75 percent of the replacement vegetation must survive. The applicant shall monitor the replacement vegetation and take corrective measures to meet this guideline.

Stream, Pond, and Lake Buffer Zones

1. Buffer zones shall be established adjacent to all streams, ponds, and lakes. They will often include all or portions of riparian areas.

2. Buffer zones shall generally be measured landward from the ordinary high water-mark on a horizontal scale that is perpendicular to the ordinary high water-mark. On the main stem of the Columbia River above Bonneville Dam, buffer zones shall be measured landward from the normal pool elevation of the Columbia River. The following buffer zone widths shall be required:

   a. Streams used by anadromous or resident fish (tributary fish habitat), special streams, intermittent streams that include year-round pools, and perennial streams: 100 feet

   b. Intermittent streams, provided they are not used by anadromous or resident fish: 50 feet

c. Ponds and lakes: Buffer zone widths shall be based on dominant vegetative community and shall use the same guidelines as wetlands, substituting the term pond or lake as appropriate.

3. Except as otherwise allowed, buffer zones shall be retained in their natural condition. When a buffer zone is disturbed by a new development or use, it shall be replanted with native plant species.

4. Determining the exact location of the ordinary high water-mark or normal pool elevation shall be the responsibility of the applicant. The local government may verify the accuracy of, and may render adjustments to, an ordinary high water-mark or normal pool delineation. In the event the adjusted boundary delineation is contested by the applicant, the local government shall, at the applicant's expense, obtain professional services to render a final delineation.

Stream, Pond, Lake, and Riparian Area Development Plans

1. A development plan shall be prepared by an applicant when new development and uses that are not allowed outright are proposed in streams, ponds, lakes, or their buffer zones.

2. Development plans shall include a map and text. The map shall be prepared at a scale of 1:480 (1 inch equals 40 feet), or a scale providing greater detail. It shall include the exact boundary of the ordinary high water-mark or normal pool elevation, and the prescribed buffer zone; the width, length, and depth of all existing and proposed structures, roads, and watercourses within 500 feet of the ordinary high water mark or normal pool elevation; wastewater and stormwater facilities and utilities within 500 feet of the ordinary high water mark or normal pool elevation; and the location of all proposed grading, filling, draining, flooding, ditching, dredging, and vegetation removal within 500 feet of the ordinary high water mark or normal pool elevation.

3. The text shall explain the purpose of the proposed activity and describe any actions that will alter or disturb the stream, pond, lake, or riparian area.

Rehabilitation and Enhancement Plans

Rehabilitation and enhancement plans shall be prepared when an applicant is required to rehabilitate or enhance a stream, pond, lake, and/or buffer zone. They shall satisfy the following guidelines:

1. Plans are the responsibility of an applicant; they shall be prepared by qualified professionals, such as fish or wildlife biologists.

2. All plans shall include an assessment of the physical characteristics and natural functions of the affected stream, pond, lake, and/or buffer zone, including hydrology, flora, and fauna.

3. Plan view and cross-sectional, scaled drawings; topographic survey data, including elevations at contour intervals of at least 2 feet, slope percentages, and final grade elevations; and other technical information shall be provided in sufficient detail to explain and illustrate:

    a. Soil and substrata conditions, grading and excavation, and erosion and sediment control needed to successfully rehabilitate and enhance the stream, pond, lake, and buffer zone.

    b. Planting plans that specify native plant species, quantities, size, spacing, or density; source of plant materials or seeds; timing, season, water, and nutrient requirements for planting; and where appropriate, measures to protect plants from predation.

    c. Water-quality parameters, construction techniques, management measures, and design specifications needed to maintain hydrologic conditions and water quality.

4. A three-year monitoring, maintenance, and replacement program shall be included in all rehabilitation and enhancement plans. At a minimum, an applicant shall prepare an annual report that documents milestones, successes, problems, and contingency actions. Photographic monitoring shall be used to monitor all rehabilitation and enhancement efforts.

5. An applicant shall demonstrate sufficient fiscal, administrative, and technical competence to successfully execute and monitor a rehabilitation and enhancement plan.

Wildlife Habitat

Wildlife Inventory

The wildlife inventory was prepared by fish and wildlife biologists from several federal and state resource agencies, including the Oregon Department of Fish and Wildlife, Oregon Natural Heritage Data Base, Washington Department of Wildlife, Washington Department of Fisheries, and U.S. Forest Service. It identifies 16 types of land and water areas that have special values, including:

1. Areas that are used by wildlife species that have limited or declining populations.

2. Habitats that are highly vulnerable to the effects of new development and uses.

3. Areas that support large numbers of wildlife species.

4. Areas that are essential to the long-term existence of a given species, including breeding habitat, seasonal ranges, and movement corridors.

5. Habitat of limited availability.

The wildlife areas are generally 20 acres or larger. They include bald eagle feeding and perching areas, deer and elk winter range, shallow water fish habitat, and waterfowl areas (see Table 3-1).

The wildlife biologists also mapped specific sites that are used by federal and state endangered, threatened, and sensitive species and species that are of special interest to the public, such as great blue heron and osprey. The wildlife areas and sites were recorded on U.S. Geological Survey 7.5 minute (1:24,000) topographic maps.

Federal Endangered and Threatened Wildlife Species

The federal Endangered Species Act of 1973 empowers the Secretary of the Interior to determine if a wildlife species is endangered or threatened. "Endangered" is defined as any species that is in danger of extinction throughout all or a significant portion of its range. "Threatened" means any species that is likely to become an endangered species within the foreseeable future throughout all or a significant portion of its range.

Currently, the federal list includes three animal species that occur in the Scenic Area (see Table 3-2 and 3-3). The peregrine falcon is listed as endangered. The bald eagle and northern spotted owl are listed as threatened. The Larch Mountain salamander and the western pond turtle are being studied and may be added to the federal list in the future. They are currently classified as "federal candidate species."

Oregon Endangered, Threatened, and Sensitive Wildlife Species

The Oregon Endangered Species Act of 1987 requires the Oregon Fish and Wildlife Commission to identify, protect, and manage endangered and threatened species. As defined in ORS 496.004, "endangered" means any native wildlife species that is in danger of extinction throughout any significant portion of its range within Oregon. "Threatened" means any species that is likely to become an endangered species within the foreseeable future throughout any significant portion of its range within Oregon.

The wildlife inventory indicates that the peregrine falcon is the only Oregon endangered species that occurs in the Scenic Area (see Table 3-2). Two Oregon threatened species are known to occur in the Scenic Area, the bald eagle and the northern spotted owl. Recent information indicates that the wolverine, also a threatened species, may inhabit portions of Hood River County.

The Oregon Fish and Wildlife Commission also maintains a list of sensitive wildlife species. A species qualifies as sensitive if "its numbers are declining at a rate such that it may become eligible for listing as a threatened species . . . or . . . its habitat is threatened or declining in quantity or quality such that it may become eligible for listing as a threatened

species" (OAR 635-100-040). Nine sensitive species are thought to occur in the Scenic Area (see Table 3-2).

Washington Endangered, Threatened, and Sensitive Wildlife Species

The Washington Wildlife Commission is authorized to classify and protect animal species whose populations are "failing, declining, or . . . vulnerable" (WAC 232-12-297). Species may be classified in one of the following categories:

Endangered - Any wildlife species native to the state of Washington that is seriously threatened with extinction throughout all or a significant portion of its range within the state.

Threatened - Any wildlife species native to the state of Washington that is likely to become an endangered species within the foreseeable future throughout a significant portion of its range within the state without cooperative management or removal of threats.

Sensitive - Any wildlife species native to the state of Washington that is vulnerable or declining and is likely to become endangered or threatened in a significant portion of its range within the state without cooperative management or removal of threats.

The peregrine falcon and the northern spotted owl are the only Washington endangered species that occur in the Scenic Area (see Table 3-3). Two threatened species occur in the Scenic Area, the bald eagle and the western pond turtle. To date, the Washington Wildlife Commission has not designated any species as sensitive.

A list of "species of concern" is also maintained by the Washington Wildlife Commission. This administrative category includes wildlife species that are candidates for being classified as endangered, threatened, or sensitive, and species that are monitored by Washington Department of Wildlife because of uncertain status or public interest. Seventeen species of concern occur in the Scenic Area (see Table 3-3).

GMA Goals

1. Ensure that new development and uses do not jeopardize sensitive wildlife areas and sites. "Sensitive wildlife

areas" means the 16 land and water areas that are included in the wildlife inventory (see "Wildlife Inventory" and Table 3-1). "Sensitive wildlife sites" is used here in a generic sense to refer to sites that are used by species that are (1) listed as endangered or threatened pursuant to federal or state endangered species acts, (2) listed as sensitive by the Oregon Fish and Wildlife Commission, (3) listed as sensitive or species of concern by the Washington Wildlife Commission, or (4) considered to be of special interest to the public, limited to great blue heron, osprey, mountain goat, golden eagle, and prairie falcon.

2. Enhance wildlife habitat that has been altered or destroyed by past activities.

GMA Policies

1. The Gorge Commission will update the wildlife inventory as new areas and sites are discovered and federal or state wildlife lists are revised.

2. Newly discovered sensitive wildlife areas and sites and wildlife species that are added to federal or state wildlife lists shall be protected.

3. To help ensure that wildlife species are not disturbed, the wildlife inventory shall not be available to the public.

4. Local governments shall make information regarding sensitive wildlife areas and sites available to landowners and agency officials who are planning new development and uses.

5. Sensitive wildlife areas shall be designated as open space, except for deer and elk winter range, turkey habitat, special streams, tributary fish habitat, and special habitat and waterfowl areas. Guidelines will be used to protect sensitive wildlife areas that are not designated open space.

6. New dwellings, fences, and land divisions shall be limited in deer and elk winter range and turkey habitat.

7. New and replacement fences in deer and elk winter range should be constructed so they do not present a major hazard to deer and elk.

8. New development and uses that jeopardize sensitive wildlife sites shall be prohibited. Activities jeopardize wildlife sites when they compromise the integrity of a site or occur during a time of the year when affected wildlife species are sensitive to disturbance.

9. Adequate buffer zones shall be maintained to protect sensitive wildlife sites from new development and uses. The width of wildlife buffer zones shall be determined on a case-by-case basis and shall reflect the biology of the affected species and the characteristics of the project site and the proposed activity.

10. The size, scope, configuration, density, and timing of new development and uses within wildlife buffer zones shall be regulated to protect sensitive wildlife species.

11. Site specific management plans shall be required before most new development and uses will be allowed within wildlife buffer zones.

12. Rehabilitation and/or enhancement shall be required to offset unavoidable impacts to wildlife habitat that result from new development and uses.

GMA Guidelines

Deer and Elk Winter Range and Turkey Habitat

New development and uses that occur in deer and elk winter range and turkey habitat must comply with the following guidelines:

1. In Agriculture and Forest designations that include deer and elk winter range or turkey habitat, new parcels shall be 40 acres or larger in the west end of the Scenic Area and 80 acres or larger in the east end of the Scenic Area. In Oregon, the divide between the west and east end of the Scenic Area is the Hood River. In Washington, the White Salmon River is the line of division.

2. New fences in deer and elk winter range shall be authorized only when necessary to control livestock or exclude wildlife from specified areas, such as gardens and sensitive wildlife sites. The areas fenced shall be the minimum necessary to meet the immediate needs of the landowner or agency official.

3. New and replacement fences that are authorized in winter range shall comply with the guidelines in *Specifications for Structural Range Improvements* (Sanderson et al. 1990) as summarized below, unless the applicant demonstrates the need for an alternative design:

   a. To make it easier for deer to jump over the fence, the top wire shall not be more than 42 inches high.

   b. The distance between the top two wires is critical for adult deer because their hind legs often become entangled between these wires. A gap of at least 10 inches shall be maintained between the top two wires to make it easier for deer to free themselves if they become entangled.

   c. The bottom wire shall be at least 16 inches above the ground to allow fawns to crawl under the fence. It should consist of smooth wire because barbs often injure animals as they crawl under fences.

   d. Stays, or braces placed between strands of wire, shall be positioned between fences posts where deer are most likely to cross. Stays create a more rigid fence, which allows deer a better chance to wiggle free if their hind legs become caught between the top two wires.

4. Woven wire fences may be authorized only when an applicant clearly demonstrates that such a fence is required to meet his/her specific and immediate needs, such as controlling hogs and sheep.

Sensitive Wildlife Sites

• Development and Uses Allowed Outright

The following development and uses shall be allowed outright within 1,000 feet of sensitive wildlife sites, provided they do not involve new structures, vegetation removal, or actions that disturb the ground, such as grading, filling, excavating, or ditching beyond the extent specified below:

1. Agriculture, except new cultivation. Any operation that would cultivate land that has not been cultivated, or has

lain idle, for more than five years shall be considered new cultivation.

2. Ditching, tilling, dredging, excavating, or filling conducted solely for the purpose of repairing and maintaining existing irrigation and drainage systems necessary for agriculture, provided that such activities are not undertaken to cultivate lands that have not been cultivated, or have lain idle, for more than five years.

3. Forest practices that are conducted pursuant to Oregon and Washington forest practices acts.

4. Repair and maintenance of serviceable structures, including roads, railroads, and utilities that provide transportation, electric, gas, water, telephone, telegraph, telecommunications, or other services.

5. Fish and wildlife management activities conducted by federal or state resource agencies.

- **Regulated Development and Uses**

1. Unless a development or use is allowed outright, an applicant shall prepare a development plan when he/she proposes new development or uses within 1,000 feet of a sensitive wildlife site. The purpose of a development plan is to provide the local government and Oregon Department of Fish and Wildlife or Washington Department of Wildlife, as appropriate, with sufficient information to determine if the proposed activity may jeopardize a sensitive wildlife site.

2. A field survey to identify any sensitive wildlife areas or sites that may not be included in the wildlife inventory shall be required for (1) land divisions that create four or more lots or parcels; (2) recreation facilities that fall within Recreation Intensity Class 2, 3, or 4; (3) all utility transmission lines and transportation and communication facilities; and (4) electric transmission lines that are 33 kilovolts or greater and utility transmission lines and pipelines.

    a. Field surveys shall be prepared by a professional wildlife biologist hired by the applicant. All sensitive

wildlife areas and sites discovered in a project area shall be described and mapped.

b. The applicant shall prepare a wildlife site management plan to ensure that sensitive wildlife sites and areas are not jeopardized by the proposed activity.

Wildlife Site Protection Process

1. The local government shall submit a copy of all development plans and field surveys to Oregon Department of Fish and Wildlife or Washington Department of Wildlife.

2. State wildlife biologists will review the development plans and (1) identify the precise location of the wildlife site and the proposed project site, (2) ascertain whether the wildlife site is active or abandoned, and (3) determine if the proposed activity may compromise the integrity of the wildlife site or occur during the time of the year when wildlife species are sensitive to disturbance at the wildlife site, such as nesting or rearing seasons. In some instances, state wildlife biologists may conduct field surveys to verify the wildlife inventory and assess the potential effects of a proposed activity.

3. The following factors may be considered when development plans are reviewed:

   a. Biology of the affected wildlife species.

   b. Published guidelines regarding the protection and management of the affected wildlife species. The Oregon Department of Forestry has prepared technical papers that include management guidelines for osprey and great blue heron. Washington Department of Wildlife has prepared similar guidelines for a variety of species, including the western pond turtle, the peregrine falcon, and the Larch Mountain salamander.

   c. Physical characteristics of the subject parcel and vicinity, including topography and vegetation.

   d. Historic, current, and proposed development and uses in the vicinity of the sensitive wildlife site.

e. Existing condition of the wildlife site and the surrounding habitat and the useful life of the site.

4. The wildlife site protection process may terminate if the local government, in consultation with the state wildlife agency, determines (1) the sensitive wildlife site is not active or (2) the proposed activity would not compromise the integrity of the wildlife site or occur during the time of the year when wildlife species are sensitive to disturbance.

5. If the local government, in consultation with the state wildlife agency, determines that the proposed activity would have only minor effects on the wildlife site that could be eliminated by simply modifying the development plan or regulating the timing of new development and uses, a letter shall be sent to the applicant that describes the effects and measures needed to eliminate them. If the applicant accepts these recommendations, the local government will incorporate them into its development review order and the wildlife protection process may terminate.

6. The applicant shall prepare a wildlife site management plan if the local government, in consultation with the state wildlife agency, determines that the proposed activity would jeopardize a sensitive wildlife site and the effects of the proposed activity cannot be eliminated through development plan modifications or project timing.

7. The local government shall submit a copy of all field surveys and wildlife site management plans to Oregon Department of Fish and Wildlife or Washington Department of Wildlife, as appropriate. The state wildlife agency will have 20 days from the date that a field survey or management plan is mailed to submit written comments to the local government.

   The local government shall record and address any written comments submitted by the state wildlife agency in its development review order.

   Based on the comments from the state wildlife agency, the local government will make a final decision on whether the proposed activity would be consistent with the wildlife policies and guidelines. If the final decision con-

tradicts the comments submitted by the state wildlife agency, the local government shall justify how it reached an opposing conclusion.

The local government shall require the applicant to revise the wildlife site management plan to ensure that the proposed activity would not jeopardize a sensitive wildlife site.

Development Plans

1. Development plans shall include a map and text. The map shall be prepared at a scale of 1:480 (1 inch equals 40 feet), or a scale providing greater detail. It shall include the boundaries of the subject parcel; existing terrain features, water bodies and watercourses, and vegetation; the width, depth, and length of all existing and proposed structures, roads and driveways, utilities, and disposal systems; the location of all proposed grading, filling, ditching, excavating, and vegetation removal; and the location of the sensitive wildlife site as determined from the wildlife inventory, or more recent information, if available, from the state wildlife agency.

2. The text shall explain the purpose of a proposed activity and describe any activities that may alter the physical features of the wildlife site or influence wildlife use of the site.

Wildlife Site Management Plans

Wildlife site management plans shall be prepared when a proposed activity is likely to jeopardize a sensitive wildlife site. Their primary purpose is to document the special characteristics of a project site and the habitat requirements of affected wildlife species. This information provides a basis for the applicant to redesign the proposed activity in a manner that protects sensitive wildlife sites, maximizes his/her development options, and mitigates temporary impacts to the wildlife site and/or buffer zone.

Wildlife site management plans shall meet with the following guidelines:

1. Wildlife management plans shall be prepared by a professional wildlife biologist hired by the applicant.

2. All relevant background information shall be documented and considered, including biology of the affected species, published protection and management guidelines, physical characteristics of the subject parcel, past and present use of the subject parcel, and useful life of the wildlife site.

3. The core habitat of the sensitive wildlife species shall be delineated. It shall encompass the sensitive wildlife site and the attributes, or key components, that are essential to maintain the long-term use and integrity of the wildlife site.

4. A wildlife buffer zone shall be employed. It shall be wide enough to ensure that the core habitat is not jeopardized by new development and uses, or natural forces, such as fire and wind. Buffer zones shall be delineated on the development plan map and shall reflect the physical characteristics of the project site and the biology of the affected species.

5. The size, scope, configuration, or density of new development and uses within the core habitat and the wildlife buffer zone shall be regulated to protect sensitive wildlife species. The timing and duration of all development and uses shall also be regulated to ensure that they do not occur during the time of the year when wildlife species are sensitive to disturbance. The following guidelines shall apply:

    a. New development and uses shall generally be prohibited within the core habitat. Exceptions may include development and uses that have temporary and negligible effects, such as the installation of minor underground utilities or the maintenance of existing structures. Low intensity, non-destructive development and uses may be conditionally authorized in the core habitat.

    b. Intensive development and uses shall be generally prohibited in wildlife buffer zones. Such development and uses may be conditionally authorized when a wildlife site is inhabited seasonally, provided they will have only temporary effects on the wildlife buffer zone

and rehabilitation and/or enhancement will be completed before a particular species returns.

6. Rehabilitation and/or enhancement shall be required when new development and uses are authorized within wildlife buffer zones. When a buffer zone has been altered or degraded in the past, it shall be rehabilitated to its natural condition to the maximum extent practicable. When complete rehabilitation is not possible, such as when new structures permanently displace wildlife habitat, enhancement shall also be required. Enhancement shall achieve a no net loss of the integrity of the wildlife site.

   Rehabilitation and enhancement actions shall be documented in the wildlife site management plan and shall include a map and text.

7. The applicant shall prepare and implement a three-year monitoring plan when the affected wildlife site is occupied by a species that is listed as endangered or threatened pursuant to federal or state wildlife lists. It shall include an annual report and shall track the status of the wildlife site and the success of rehabilitation and/or enhancement actions.

   At the end of three years, rehabilitation and enhancement efforts may terminate if they are successful. In instances where rehabilitation and enhancement efforts have failed, the monitoring process shall be extended until the applicant satisfies the rehabilitation and enhancement guidelines.

Table 3-1: Wildlife Inventory Areas and Sites in the Columbia Gorge

Areas	Sites
Bald eagle habitat	Golden eagle
Deer and elk winter range	Great blue heron
Elk habitat	Larch Mountain salamander
Mountain goat habitat	Northern spotted owl
Peregrine falcon habitat	Osprey
Pika colony area	Peregrine falcon
Pileated woodpecker habitat	Purple martin
Pine marten habitat	Western pond turtle
Shallow water fish habitat (Columbia R.)	
Special streams	
Special habitat area	
Spotted owl habitat	
Sturgeon spawning area	
Tributary fish habitat	
Turkey habitat	
Waterfowl area	

Table 3-2: Oregon Sensitive Wildlife Species in the Columbia Gorge

Common Name	Scientific Name
Endangered:	
Peregrine falcon*	*Falco peregrinus*
Threatened:	
Bald Eagle**	*Haliaeetus leucocephalus*
Northern spotted owl**	*Strix occidentalis*
Wolverine	*Gulo gulo*
Sensitive:	
Black-backed woodpecker	*Picoides articus*
California mountain kingsnake	*Lampropeltis zonata*
Flammulated owl	*Otus flammeolus*
Great gray owl	*Strix nebulosa*
Lewis' woodpecker	*Melanerpes lewis*
Pileated woodpecker	*Dryocopus pileatus*
Purple martin	*Progne subis*
Three-toed woodpecker	*Picoides tridaetylus*
Western pond turtle+	*Clemmys marmorata*

* Endangered species under U.S. Endangered Species Act.
** Threatened species under U.S. Endangered Species Act.
\+ Candidate species for U.S. Endangered Species Act.

Table 3-3: Washington Sensitive Wildlife Species in the Columbia Gorge

Common Name	Scientific Name
Endangered:	
Peregrine falcon*	*Falco peregrinus*
Northern spotted owl**	*Strix occidentalis*
Threatened:	
Bald eagle**	*Haliaeetus leucocephalus*
Western pond turtle+	*Clemmys marmorata*
Species of Concern:	
Black-backed woodpecker	*Picoides arcticus*
California mountain kingsnake	*Lampropeltis zonata*
Common loon	*Gavia immer*
Golden eagle	*Aquila chrysaetos*
Great blue heron	*Ardea herodias*
Larch Mountain salamander+	*Plethodon larselli*
Lewis' woodpecker	*Melanerpes lewis*
Northern goshawk	*Accipiter gentilis*
Osprey	*Pandion haliaetus*
Pileated woodpecker	*Dryocopus pileatus*
Prairie falcon	*Falco mexicanus*
Purple martin	*Progne subis*
Turkey vulture	*Cathartes aura*
Vaux's swift	*Chaetura vauxi*
Western bluebird	*Sialia mexicana*
Western gray squirrel	*Sciurus griseus*
Wolverine	*Gulo gulo*

* Endangered species under U.S. Endangered Species Act.
** Threatened species under U.S. Endangered Species Act.
\+ Candidate species for U.S. Endangered Species Act.

Rare Plants

Rare Plant Species Inventory

Over 150 rare plant sites in the Scenic Area have been recorded by the Oregon Natural Heritage Data Base and the Washington Natural Heritage Program. Additional sites were located by amateur botanists. (The term "rare plants" is used here in a generic sense to refer to various categories of sensitive plants cited in federal and state programs.)

The Oregon and Washington natural heritage programs maintain field survey records for plant sites in their data bases. The survey records generally provide detailed information about the location, biology, and habitat of a rare plant. However, some survey records are not complete. Consequently, a field survey may be required to identify the precise location of some rare plants.

Endemic Plant Species

Endemic plant species are a unique category. They are species that are found only in a particular geographic area. Sixteen plant species are endemic to the Columbia River Gorge and vicinity (see Table 3-4).

Federal Endangered and Threatened Plant Species

No plant species in the Scenic Area are currently listed as endangered or threatened under the U.S. Endangered Species Act of 1973. However, eight species are listed as candidate species (see Tables 3-5 and 3-6). The U.S. Fish and Wildlife Service must collect additional information before these species can be proposed as endangered or threatened.

Oregon Rare Plant Species

The Oregon Endangered Species Act of 1987 directs the Oregon Department of Agriculture to identify endangered and threatened plants. No plant species in the Scenic Area are currently included on the Oregon list of endangered and threatened species (Oregon Department of Agriculture 1989). Five plant species are listed as candidate species and may be added to the Oregon list in the future (see Table 3-5).

The Oregon Natural Heritage Data Base publishes a rare plants list every two years (Oregon Natural Heritage Data Base 1989). This list includes the following categories:

List 1 - Plant species that are endangered or threatened throughout their range.

List 2 - Plant species that are endangered or threatened in Oregon, but more common or stable elsewhere.

List 3 - Plant species that are limited in abundance throughout their range but currently stable.

Review List - Plant species for which more information is needed before their status can be determined, but which may be endangered or threatened in Oregon or throughout their range.

Watch List- Plant species that are currently stable, but which may become threatened in Oregon in the foreseeable future.

As defined in *Rare, Threatened and Endangered Plants and Animals of Oregon* (Oregon Natural Heritage Data Base 1989), "endangered" means those plant species that are in danger of becoming extinct within the foreseeable future throughout all or a significant portion of their range. "Threatened" means those plant species that are likely to become endangered within the foreseeable future.

The rare plant species inventory indicates that the Scenic Area includes five species on List 1, five species on List 2, fourteen species on List 3, seven species on the Review List, and ten species on the Watch List (see Table 3-5).

Washington Rare Plant Species

The state of Washington does not have an endangered species act. However, the Washington Natural Heritage Program periodically publishes a rare plants list (Washington Natural Heritage Program 1990). This list includes the following categories:

Endangered - Plant species in danger of becoming extinct or extirpated in Washington within the near future if factors contributing to their decline continue.

Threatened - Plant species that are likely to become endangered within the near future in Washington if factors contributing to their population decline or habitat degradation or loss continue.

Sensitive - Plant species that are vulnerable or declining, and could become endangered or threatened in Washington without active management or removal of threats.

Monitor List - Plant species of potential concern, but for which no status is assigned at this time.

In the Scenic Area, there are currently two endangered species, six threatened species, twenty-four sensitive species, and nineteen monitor species (see Table 3-6).

GMA Goals

1. Ensure that new development and uses do not jeopardize plant species that are (1) endemic to the Columbia River Gorge and vicinity, (2) listed as endangered or threatened pursuant to federal or state endangered species acts, or (3) listed as endangered, threatened, limited, or sensitive by the Oregon Natural Heritage Data Base or the Washington Natural Heritage Program. (For brevity, these species will be referred to as "endemic and listed" plant species.)

2. Encourage landowners and agency officials to protect plant species that are classified as (1) review or watch by the Oregon Natural Heritage Data Base or (2) monitor by the Washington Natural Heritage Program.

3. Enhance the natural habitat of rare plant species.

GMA Policies

1. The Gorge Commission shall update the rare plant species inventory as new plant sites are discovered and federal or state rare plant lists are revised.

2. Newly discovered rare plant sites and plant species that are added to federal or state rare plant lists shall be protected. Species that are deleted from federal or state rare plant lists will not require further protection.

3. The rare plant species inventory shall be used to identify possible conflicts between proposed activities and rare plant sites. Landowners and agency officials who are plan-

ning new development and uses should consult the local government early in the planning process to help determine if rare plants exist in the project area.

4. When new development and uses are proposed near an endemic or listed plant site that appears in the rare plant species inventory, the field survey records shall be used to determine the precise location of the plant population in relation to the proposed activity. If the field survey records are inadequate, a field survey shall be conducted to delineate the boundaries of the endemic or listed plant population.

5. Buffer zones shall be used to protect endemic and listed plant species from new development and uses that may jeopardize their existence.

6. Except for those activities that are allowed outright, new development and uses shall be prohibited within endemic or listed plant species buffer zones.

7. Landowners and agency officials shall be encouraged to avoid plant species that are listed as review, watch, or monitor by the Oregon or Washington natural heritage program.

GMA Guidelines

Development and Uses Allowed Outright

The following development and uses shall be allowed outright within endemic and listed plant buffer zones, provided they do not involve new structures, vegetation removal, or actions that disturb the ground, such as grading, filling, excavating, or ditching beyond the extent specified below:

1. Low-intensity recreation activities, including hunting, fishing, trapping, native plant study, bird watching, boating, swimming, and hiking. Regarding endemic and listed plants, horseback riding is not considered a low-intensity activity.

2. Agriculture, except new cultivation. Any operation that would cultivate land that has not been cultivated, or has lain idle, for more than five years shall be considered new cultivation.

3. Ditching, tilling, dredging, excavating, or filling conducted solely for the purpose of repairing and maintaining existing irrigation and drainage systems necessary for agriculture, provided that such activities are not undertaken to cultivate lands that have not been cultivated, or have lain idle, for more than five years.

4. Forest practices that are conducted pursuant to Oregon and Washington forest practices acts.

5. Repair and maintenance of serviceable structures, including roads, railroads, and utilities that provide transportation, electric, gas, water, telephone, telegraph, telecommunications, or other services.

Regulated Development and Uses

1. Unless new development and uses are allowed outright, a development plan shall be prepared when activities are proposed within 1,000 feet of an endemic or listed plant site. The purpose of a development plan is to provide the local government and the state natural heritage program with sufficient information to determine if a proposed activity would be located within the buffer zone of an endemic or listed plant species.

2. The local government shall submit a copy of all development plans to the Oregon or Washington natural heritage program, as appropriate. The state heritage staffs will have 10 days from the date that a development plan is mailed to review the plan and consult their field survey records. A field survey shall be required when the field survey records are inadequate to determine if a proposed activity would be located within an endemic or listed plant species buffer zone.

3. A field survey to identify rare plants that may not be included in the rare plant species inventory shall be required for (1) land divisions that create four or more lots or parcels; (2) recreation facilities that fall within Recreation Intensity Class 2, 3, or 4; (3) all transportation and communication facilities; and (4) electric transmission lines that are greater than 33 kilovolts or greater and utility transmission lines and pipelines.

4. Field surveys shall be conducted by a professional botanist or plant ecologist hired by the applicant. They shall identify the precise location of the endemic or listed plants and delineate a buffer zone. The results of a field survey shall be shown on the development plan map.

Rare Plant Protection Process

1. The rare plant protection process may terminate if the local government, in consultation with the state heritage program, determines that the proposed activity would be located outside of an endemic or listed plant buffer zone.

2. New development and uses shall be prohibited within endemic and listed plant species buffer zones, except for those activities that are allowed outright.

3. If a proposed activity must be allowed within an endemic or listed plant buffer zone in accordance with formal variance practices, the applicant shall prepare a protection and rehabilitation plan that complies with the guidelines listed in this subsection.

4. The local government shall submit a copy of all field surveys and protection and rehabilitation plans to the Oregon or Washington natural heritage program, as appropriate. The state heritage program will have 20 days from the date that a field survey is mailed to submit written comments to the local government.

   The local government shall record and address any written comments submitted by the state heritage program in its development review order.

   Based on the comments from the state heritage program, the local government will make a final decision on whether the proposed activity is consistent with the rare plant policies and guidelines. If the final decision contradicts the comments submitted by the state heritage program, the local government shall justify how it reached an opposing conclusion.

Buffer Zones

1. A 200 foot buffer zone shall be maintained around endemic and listed plants. Buffer zones shall remain in an undisturbed, natural condition.

2. Buffer zones may be reduced if an applicant demonstrates that intervening topography, vegetation, manmade features, or natural plant habitat boundaries negate the need for a 200 foot radius. Under no circumstances shall the buffer zone be less than 25 feet.

3. Requests to reduce buffer zones shall be considered if a professional botanist or plant ecologist hired by the applicant (1) identifies the precise location of the endemic or listed plants, (2) describes the biology of the endemic or listed plants, and (3) demonstrates that the proposed activity will not have any negative effects, either direct or indirect, on the affected plants and the surrounding habitat that is vital to their long-term survival. All requests shall be prepared as a written report. Published literature regarding the biology of the affected plants and recommendations regarding their protection and management shall be cited. The report shall include detailed maps and photographs.

4. The local government shall submit all requests to reduce endemic and listed plant species buffer zones to the Oregon or Washington natural heritage program, as appropriate. The state heritage program will have 20 days from the date that such a request is mailed to submit written comments to the local government.

   The local government shall record and address any written comments submitted by the state heritage program in its development review order.

   Based on the comments from the state heritage program, the local government will make a final decision on whether the reduced buffer zone is justified. If the final decision contradicts the comments submitted by the state heritage program, the local government shall justify how it reached an opposing conclusion.

Development Plans

1. Development plans shall be prepared by the applicant and shall include a map and text. The map shall be prepared at a scale of 1:480 (1 inch equals 40 feet), or a scale providing greater detail. It shall include the boundaries of the subject parcel; existing terrain features, water bodies and watercourses, and vegetation; the width, depth, and length of all existing and proposed structures, roads and driveways, utilities, and disposal systems; the location of all proposed grading, filling, ditching, excavating, and vegetation removal; and the location of the endemic or listed plant as determined from the rare plant species inventory, or more recent information, if available, from the state natural heritage program.

2. The text shall explain the purpose of the proposed activity and describe any associated actions that will disturb the ground.

Protection and Rehabilitation Guidelines and Plans

Protection and rehabilitation plans shall minimize and offset unavoidable impacts that result from a proposed activity that occurs within an endemic and listed plant buffer zone as the result of a variance. All plans shall meet the following guidelines:

1. Protection and rehabilitation plans shall be prepared by a professional botanist or plant ecologist hired by an applicant.

2. Construction, protection, and rehabilitation activities shall occur during the time of the year when ground disturbance will be minimized and protection, rehabilitation, and replacement efforts will be maximized.

3. Endemic and listed plants that will be destroyed shall be transplanted or replaced, to the maximum extent practicable. Replacement is used here to mean the establishment of a particular plant species in areas of suitable habitat not affected by new development and uses. Replacement may be accomplished by seeds, cuttings, or other appropriate methods.

Replacement shall occur as close to the original plant site as practicable. The applicant shall ensure that at least 75 percent of the replacement plants survive three years after the date they are planted.

4. Endemic and listed plants and their surrounding habitat that will not be altered or destroyed shall be protected and maintained. Appropriate protection and maintenance techniques shall be applied, such as fencing, conservation buffers, livestock management, and noxious weed control.

5. Habitat of an endemic or listed plant that will be affected by temporary activities shall be rehabilitated to a natural condition.

6. Protection efforts shall be implemented before construction activities begin. Rehabilitation efforts shall be implemented immediately after the plants and their surrounding habitat are disturbed.

Protection and rehabilitation plans shall include maps, photographs, and text. The text shall:

1. Describe the biology of endemic and listed plant species that will be affected by a proposed activity.

2. Explain the techniques that will be used to protect endemic and listed plants and their surrounding habitat that will not be altered or destroyed.

3. Describe the rehabilitation and enhancement actions that will minimize and offset the impacts that will result from a proposed activity.

4. Include a three-year monitoring, maintenance, and replacement program. The applicant shall prepare and submit to the local government an annual report that documents milestones, successes, problems, and contingency actions.

Table 3-4: Columbia Gorge and Vicinity Endemic Plant Species

Common Name	Scientific Name
Howell's bentgrass	*Agrostis howellii*
Northern wormwood	*Artemisia campestris* var. *wormskioldii*
Hood River milk-vetch	*Astragalus hoodianus*
Howell's reedgrass	*Calamagrostis howellii*
Smooth-leaf douglasia	*Douglasia laevigata* var. *laevigata*
Howell's daisy	*Erigeron howellii*
Columbia Gorge daisy	*Erigeron oreganus*
Long-beard hawkweed	*Hieracium longiberbe*
Smooth desert parsley	*Lomatium laevigatum*
Suksdorf's desert parsley	*Lomatium suksdorfii*
Columbia Gorge broad-leaf lupine	*Lupinus latifolius* var. *thompsonianus*
Barrett's penstemon	*Penstemon barrettiae*
Pacific bluegrass	*Poa gracillima* var. *multnomae*
Obscure buttercup	*Ranunculus reconditus*
Oregon sullivantia	*Sullivantia oregana*
Columbia kitten tails	*Synthyris stellata*

Table 3-5: Oregon Rare Plant Species in the Columbia Gorge

Common Name	Scientific Name
List 1:	
Suksdorf's desert parsley	*Lomatium suksdorfii**
Barrett's penstemon	*Penstemon barrettiae*+*
Obscure buttercup	*Ranunculus reconditus*+*
Columbia yellow cress	*Rorippa columbiae*+*
Oregon sullivantia	*Sullivantia oregana*+*
List 2:	
Large-awn sedge	*Carex macrochaeta*
Columbia lewisia	*Lewisia columbiana* var. *columbiana*
Fir clubmoss	*Lycopodium selago*
Scribner grass	*Scribneria bolanderi*
Violet suksdorfia	*Suksdorfia violacea*
List 3:	
Howell's bentgrass	*Agrostis howellii*
Cascade rock cress	*Arabis furcata*
Hood River milk-vetch	*Astragalus hoodianus*
Oregon bolandra	*Bolandra oregana*
Tall bugbane	*Cimicifuga elata*
Shining flatsedge	*Cyperus rivularis*
Howell's daisy	*Erigeron howellii**
Columbia Gorge daisy	*Erigeron oreganus*
Branching stickweed	*Hackelia diffusa* var. *diffusa*
Long-beard hawkweed	*Hieracium longiberbe*
Smooth desert parsley	*Lomatium laevigatum**
White meconella	*Meconella oregana*
Columbia monkey flower	*Mimulus jungermannioides+*
Branching montia	*Montia diffusa*

Table 3-5: Oregon Rare Plant Species in the Columbia Gorge (continued)

Common Name	Scientific Name
Review List:	
Cliff paintbrush	*Castilleja rupicola*
Nuttall's larkspur	*Delphinium nuttallii*
Smooth douglasia	*Douglasia laevigata*
Baker's linanthus	*Linanthus bakeri*
Slender false pimpernel	*Lindernia anagallidea*
Wool-grass	*Scirpus cyperinus*
Western ladies' tresses	*Spiranthes porrifolia*
Watch List:	
Douglas' Onion	*Allium douglasii* var. *nevii*
The Dalles milk-vetch	*Astragalus sclerocarpus*
Columbia milk-vetch	*Astragalus succumbens*
Virginia grape-fern	*Botrychium virginianum*
Mountain lady's slipper	*Cypripedium montanum*
Branching stickseed	*Hackelia diffusa* var. *cottonii*
Gooseberry-leaved alumroot	*Heuchera grossulariifolia* var. *tenuifolia*
Columbia Gorge broad-leaf lupine	*Lupinus latifolius* var. *thompsonianus*
Withered bluegrass	*Poa marcida*
Columbia kittentails	*Synthyris stellata*

* Candidate species for U.S. Endangered Species Act.
\+ Candidate species for Oregon Endangered Species Act.

Source: Oregon Natural Heritage Data Base, Oregon State Land Board. *Rare, Threatened and Endangered Plants and Animals of Oregon.* Salem, Oregon: Oregon Natural Heritage Data Base, 1989.

Table 3-6: Washington Rare Plant Species in the Columbia Gorge

Common Name	Scientific Name
Endangered:	
Northern wormwood	*Artemisia campestris* var. *wormskioldii**
Columbia yellow cress	*Rorippa columbiae**
Threatened:	
Howell's daisy	*Erigeron howellii**
Oregon coyote-thistle	*Eryngium petiolatum*
Marigold navarretia	*Navarretia tagetina*
Barrett's penstemon	*Penstemon barrettiae**
Obscure buttercup	*Ranunculus reconditus**
Oregon sullivantia	*Sullivantia oregana**
Sensitive:	
Oregon bolandra	*Bolandra oregana*
Large-awn sedge	*Carex macrochaeta*
Tall bugbane	*Cimicifuga elata*
Few-flowered collinsia	*Collinsia sparsiflora* var. *bruciae*
Shining flatsedge	*Cyperus rivularis*
Douglas' draba	*Draba douglasii*
Giant helleborine	*Epipactis gigantea*
Columbia Gorge daisy	*Erigeron oreganus*
Common blue cup	*Githopsis specularioides*
Branching stickweed	*Hackelia diffusa* var. *diffusa*
Gooseberry-leaved alumroot	*Heuchera grossulariifolia* var. *tenuifolia*
Slender false pimpernel	*Lindernia anagallidea*
Smooth desert parsley	*Lomatium laevigatum**
Suksdorf's desert parsley	*Lomatium suksdorfii**
Fringed water plantain	*Machaerocarpus californicus*
White meconella	*Meconella oregana*
Branching montia	*Montia diffusa*
Pine broomrape	*Orobanche pinorum*
Scorched penstemon	*Penstemon deustus* var. *variabilis*
Fringed pinesap	*Pleuricospora fimbriolata*
Pacific bluegrass	*Poa gracillima* var. *multnomae*
Salmon polemonium	*Polemonium carneum*
Western ladies' tresses	*Spiranthes porrifolia*
Pygmy-weed	*Tillaea aquatica*
Monitor:	
Narrow-leaf onion	*Allium amplectens*
Klickitat aster	*Aster glaucescens*
Hood River milk-vetch	*Astragalus hoodianus*
The Dalles milk-vetch	*Astragalus sclerocarpus*
Columbia milk-vetch	*Astragalus succumbens*
Mountain lady's slipper	*Cypripedium montanum*
Nuttall's larkspur	*Delphinium nuttallii*
Poet's shooting star	*Dodecatheon poeticum*
Smooth-leaf douglasia	*Douglasia laevigata* var. *laevigata*

Table 3-6: Washington Rare Plant Species in the Columbia Gorge (continued)

Common Name	Scientific Name
Monitor, continued:	
Phantom orchid	*Eburophyton austiniae*
Hall's goldenweed	*Haplopappus hallii*
Long-beard hawkweed	*Hieracium longiberbe*
Columbia Gorge broad-leaf lupine	*Lupinus latifolius* var. *thompsonianus*
Columbia River willow	*Salix fluviatilis*
Douglas' selaginella	*Selaginella douglasii*
Pyramid spiraea	*Spiraea pyramidata*
Violet suksdorfia	*Suksdorfia violacea*
Columbia kittentails	*Synthyris stellata*
Cut-leaf violet	*Viola sheltonii*

* Candidate species for U.S. Endangered Species Act.

Source: Washington Natural Heritage Program. *Endangered, Threatened and Sensitive Vascular Plants of Washington.* Olympia, Washington: Washington Department of Natural Resources, Washington Natural Heritage Program, 1990.

Natural Areas

Natural Areas Inventory

Under a contract with the Gorge Commission, the Oregon Natural Heritage Data Base and the Washington Natural Heritage Program identified, mapped, and described representative plant communities and botanically significant sites, collectively referred to as natural areas (Washington Natural Heritage Program and Oregon Natural Heritage Data Base 1989). The plant communities exemplify the diverse vegetation that exists in the Scenic Area because of varying climatic and physical conditions. The botanically significant sites were generally selected because they include rare plant species, many of which are listed as endangered or threatened by government agencies.

Forty-five natural areas were identified; 24 in Oregon and 21 in Washington. Nine of the natural areas are in the General Management Area in Oregon and six are in the General Management Area in Washington (see Table 3-7).

The natural areas in the General Management Area range from old growth forests to wetlands to grasslands. They vary in size from 15 to 2,600 acres.

The natural areas inventory includes maps and site reports. The boundaries of the natural areas were delineated on U.S. Geological Survey 7.5 minute (1:24,000) topographic maps. The site reports describe each natural area's values, condition, sensitivity, and compatibility with other land uses. They also include management and protection guidelines.

Oregon and Washington Natural Areas Registration Programs

The Oregon and Washington natural heritage programs conduct voluntary protection programs that educate landowners about the values of rare plants and plant communities. For example, the Oregon Register of Natural Heritage Resources and the Washington Register of Natural Areas Program allow some landowners to register botanically significant natural areas. Eligible sites receive several benefits, includ-

ing official state recognition. Management of a registered site is the responsibility of the landowner, although he/she may develop a voluntary management plan with assistance from the state heritage staffs. Management plans help reduce the chance that rare plants are inadvertently destroyed.

GMA Goals

1. Ensure that new development and uses do not adversely affect natural areas that are potentially eligible for the Oregon Register of Natural Heritage Resources or the Washington Register of Natural Areas Program.

2. Encourage landowners to enhance those portions of natural areas that are in fair or poor condition.

GMA Policies

1. Natural areas that are potentially eligible for the Oregon Register of Natural Heritage Resources or the Washington Register of Natural Areas Program shall be designated as Open Space or Agriculture--Special.

2. Potentially eligible natural areas that are primarily rangeland and substantially contribute to existing livestock operations shall be designated Agriculture--Special, provided that continued livestock grazing would not adversely affect native plant communities or rare plants.

   The Oregon and Washington natural heritage programs have concluded that continued livestock grazing is compatible with the following natural areas: Celilo Ridge and Crates Point, Oregon and Columbia Hills and Horsethief Ponds, Washington. These natural areas are designated Agriculture--Special.

3. Potentially eligible natural areas that would be adversely affected by intensive development and uses shall be designated as Open Space. The following natural areas are designated Open Space: Chenoweth Table; Columbia Oaks; Rowena Plateau; Squally Point, Oregon and Columbia Tunnels; Lower Klickitat River Canyon; and Mosley Lakes, Washington.

4. The Gorge Commission, in consultation with the Oregon and Washington natural heritage programs, have developed guidelines that specify what development and uses may be allowed in each natural area. Development

and uses that would adversely affect native plant communities and rare plants shall be prohibited in natural areas. Guidelines for natural areas designated Agriculture--Special are presented in this subsection. Guidelines for natural areas designated Open Space are found in the "Open Space" chapter, Part I, Chapter 3.

5. Landowners and agency officials shall be encouraged to rehabilitate those portions of natural areas that have been degraded and invaded by non-native plant species and weeds. Rehabilitation may be accomplished through a variety of means, including soil and water conservation planning, weed control, and livestock management.

6. Landowners and agency officials should be informed about the voluntary natural area protection programs that are conducted by state agencies and nonprofit organizations, such as the Oregon Natural Heritage Data Base, the Washington Natural Heritage Program, and The Nature Conservancy.

7. The Gorge Commission and local governments will assist owners of natural areas who wish to realize benefits from programs that promote long-term protection of open space values by informing them or opportunities such as property tax relief through special assessment programs, income tax benefits through charitable donations, or acquisition by government agencies or nonprofit organizations.

GMA Guidelines

Agriculture--Special

- **Development and Uses Allowed Outright**

The following development and uses may be allowed outright in areas designated Agriculture--Special without being reviewed by a local government:

1. Existing livestock grazing. A livestock operation ceases to be existing when the land on which it is conducted has lain idle for more than five years.

2. Repair and maintenance of serviceable structures, including roads, electric and telephone facilities, telecommunica-

tion facilities, corrals, livestock watering facilities, drainage ditches, and fences.

3. Low-intensity recreation activities that occur with the knowledge and permission of the landowner, including hunting, fishing, trapping, native plant study, bird watching, photography, horseback riding, and hiking.

4. Temporary livestock facilities, such as portable livestock pens and corrals.

5. New fences that exclude livestock from lands that are not part of an existing livestock operation.

- **Review Uses**

The following development and uses may be allowed in areas designated Agriculture--Special as a review use, provided that a range conservation plan is prepared before new livestock grazing commences; new fences, livestock watering facilities, and corrals are constructed; and soil, water, and vegetation conservation activities are undertaken (review uses numbers 1, 2, and 3). Range conservation plans are described below (see "Range Conservation Plans").

The local government shall submit all review use applications and range conservation plans to the Oregon or Washington natural heritage program, as appropriate. The state heritage program will have 20 days from the date that an application and/or plan is mailed to submit written comments to the local government.

The local government shall record and address any written comments submitted by the state heritage program in its development review order.

Based on the comments from the state heritage program, the local government will make a final decision on whether the proposed activity is consistent with the Agriculture--Special policies and guidelines. If the final decision contradicts the comments submitted by the state heritage program, the local government shall justify how it reached an opposing conclusion.

1. New livestock grazing. Any operation that would introduce livestock grazing to land that has not been grazed, or has

laid idle, for more than five years shall be considered new livestock grazing and shall require a review use permit.

2. New fences, livestock watering facilities, and corrals.

3. Soil, water, and vegetation conservation activities.

4. Replacement or minor expansion of existing serviceable structures within a dedicated site. Expansion shall be limited to the dedicated site.

5. Fish and wildlife management activities, educational activities, and scientific research.

6. Land divisions that facilitate livestock grazing or protect and enhance natural areas. No resulting parcel may be smaller than 160 acres, unless it would facilitate the protection of scenic, cultural, natural, or recreational resources.

7. Single-family dwellings that are not in conjunction with agricultural use, provided that a landowner demonstrates that (1) the dwelling cannot be constructed on a portion of the parcel that is located outside of the natural area and (2) the dwelling is sited and designed in a manner that minimizes adverse effects to the natural area. All dwellings shall meet the guidelines for non-agricultural dwellings listed in the Agricultural Land chapter, Part I, Chapter 1. The buffer guidelines for non-agricultural dwellings may be waived if they would prevent the optimum siting of a dwelling.

8. Recreation uses, subject to the Recreation Intensity Classes.

- **Development and Uses Prohibited**

Development and uses that are not allowed outright or allowed as a review development/use, shall be prohibited in areas designated Agriculture--Special. Prohibited development and uses include, but are not limited to the following:

1. Cultivation, including plowing, harrowing, leveling, tilling, or any activity that prepares land for raising crops by turning, breaking up, or loosening the soil.

2. Removal or clearing of native grasses, shrubs, and trees.

3. Single-family dwellings and accessory structures, other than non-agricultural dwellings that are allowed as a review use.

4. Barns, silos, and other agricultural buildings.

5. Irrigation systems.

6. Exploration, development, and production of mineral resources.

7. Utility facilities, public use facilities, and roads.

Range Conservation Plans

If a range conservation plan is required before a review use is allowed, it shall be prepared by landowners in cooperation with range scientists from local conservation districts. Specialists from the Oregon or Washington natural heritage program should be consulted while the plan is being prepared.

Range conservation plans shall ensure that new development and uses do not adversely affect natural areas. They shall accomplish the following goals:

1. Maintain native rangeland that is in excellent or good condition; enhance rangeland that is in fair or poor condition.

2. Preserve native trees and shrubs.

3. Re-establish native grasses in degraded areas that have been invaded by non-native plants and weeds.

Range conservation plans shall include the following elements:

1. Range inventory. Existing composition, carrying capacity, and condition of rangeland; the location of rare plants and non-native weeds; and existing fences, watering ponds, and other range improvements.

2. Rehabilitation plan. Actions that will be taken to rehabilitate native rangeland that is in fair or poor condi-

tion, such as weed and soil erosion control, seeding, and prescribed burning.

3. Livestock management plan. Grazing system that will be used, including number and size of pastures, expected livestock numbers, and grazing/deferral periods and sequence. Management plans should project livestock movements for at least three years.

4. Monitoring program. Track annual progress of the conservation plan and condition of the range. Monitoring techniques shall be described, such as line transects or photographic plots.

Table 3-7: Natural Areas in the General Management Area

Area	Acres	Vegetation/Terrain
Oregon:		
Celilo Ridge	35	Basalt cliffs and tables with east-end vegetation; rare plants
Chenoweth Table	300	Mound/swale topography, grassland with bitterbrush, vernal ponds
Columbia Oaks	420	Oak savanna, native grasses, old-growth fir/pine; rare plants
Crates Point*	340	Grassland, pine-oak savanna, coniferous forest
Hood River Mountain	240	Meadow with showy wildflowers, pine/oak woodland
Kaser Ridge Dunes	310	Largest sand dune in Gorge; rare plants
Memaloose State Park*	200	Riparian habitat; plateau and cliffs with rare plants
Rowena Plateau*	1,700	Grassland, vernal ponds, oak woodland
Squally Point*	50	Remnant sand dune with diverse plants, native grasses
Washington:		
Columbia Hills	2,600	Ridge with moist draws, bunch grass prairies, scablands; rare plants
Columbia Tunnels	15	High quality oak woodland with native grasses
Horsethief Ponds	280	Mound/swale topography with ponds; rare plants
Lower Klickitat River Canyon	145	Oak woodland with native grasses; rare plants
Mosley Lakes	110	Wetlands
Underwood Mountain	120	Douglas-fir forest with rare plants

* Natural areas that include land in Special Management Areas.

Source: Washington Natural Heritage Program and Oregon Natural Heritage Data Base. *Identification of Representative Plant Communities and Botanically Significant Sites in the Columbia River Gorge National Scenic Area.* Washington Department of Natural Resources, Washington Natural Heritage Program; Oregon State Land Board, Oregon Natural Heritage Data Base, The Nature Conservancy, 1989.

Bibliography

Interagency Committee for Wetland Delineation. *Federal Manual for Identifying and Delineating Jurisdictional Wetlands*. Washington, D.C.: U.S. Army Corps of Engineers, U.S. Environmental Protection Agency, U.S. Fish and Wildlife Service, and U.S.D.A. Soil Conservation Service, 1989.

Oregon Department of Agriculture. "State List of Endangered and Threatened Plant Species." Salem, OR: Oregon Department of Agriculture, 1989. (Xerox Copy.)

Oregon Natural Heritage Data Base. *Rare, Threatened and Endangered Plants and Animals of Oregon.* Salem, OR: Oregon State Land Board, Oregon Natural Heritage Data Base, 1989.

Sanderson, H. Reed, et al. *Specifications for Structural Range Improvements*. General Technical Report, PNW-GTR-250. Portland, OR: U.S. Department of Agriculture, Forest Service, Pacific Northwest Research Station, 1990.

Washington Natural Heritage Program. *Endangered, Threatened and Sensitive Vascular Plants of Washington.* Olympia, WA: Washington Department of Natural Resources, Washington Natural Heritage Program, 1990.

Washington Natural Heritage Program and Oregon Natural Heritage Data Base. *Identification of Representative Plant Communities and Botanically Significant Sites in the Columbia Gorge National Scenic Area.* Washington Department of Natural Resources, Washington Natural Heritage Program; Oregon State Land Board, Oregon Natural Heritage Data Base, The Nature Conservancy, 1989.

Special Management Area

The Scenic Area Act directs the Secretary of Agriculture to prepare a resource inventory that shall:

> *"document all existing land uses, natural features and limitations [and] ... natural ... resources and activities..."*

Natural resources include, land, water, air, and all plants, animals, fish, and their habitats. Many factors combine to make the Columbia River Gorge rich in its natural resources. The Columbia River and its tributaries support substantial fisheries at all times of the year and abundant anadromous fish during particular months or seasons. The geology of the Columbia River Gorge has created a remarkable diversity of habitat for vegetation and wildlife. For example, over 200 rare plant sites were mapped by the Oregon and Washington Natural Heritage Programs, including those found by amateur botanists and many species of large and small mammals, birds and waterfowl are found in the Columbia River Gorge.

Prior to the Scenic Area Act, no comprehensive inventory of natural resources in the Gorge had been compiled. However, more than a dozen individual agencies with specific management responsibilities had gathered the data related to their specific mission. The task of the Forest Service and Commission was to gather all the available information into one place and supplement it as necessary. In addition to the local, state and federal agencies contributing to the database, several organizations and individuals with extensive local knowledge of the Columbia River Gorge volunteered their information. Among them were the Native Plant Society and the Friends of the Columbia Gorge. Where adequate data did not exist, original inventories or studies were conducted.

Several major inventories and studies were used in the analysis of the natural resources of the National Scenic Area. Threatened, endangered, and sensitive species data and an inventory of significant botanical and ecological natural areas were obtained by the Washington and Oregon Natural Heritage Programs. As part of the National Wetlands Inventory, the U.S. Fish and Wildlife Service identified and mapped wetlands in the National Scenic Area. Wildlife and

fish habitats were examined by specialists from the Oregon and Washington state agencies, the Mount Hood and Gifford Pinchot National Forests, and the U.S. Fish and Wildlife Service.

Presently, natural resource protection falls within the jurisdiction of many agencies, each of which has different priorities. State and federal agencies give some protection to species which are on the list of federal endangered species. The Forest Service protects special habitats on federal forest lands, but for many natural resources there is no protection.

The following goals, policies, and guidelines are designed to protect and enhance natural resources.

SMA Goal

Natural Resources

Protect and enhance natural resources.

SMA Policies

1. Natural resources existing on a site proposed for a new development or land use, or natural resources in danger of degradation or destruction from individual or cumulative off-site impacts, shall be protected from adverse effects.

2. Significant ecosystems such as wetlands, riparian areas, old growth forests, islands, and areas of special importance such as botanical areas, sensitive wildlife and fishery habitats, or oak woodlands shall be protected from adverse effects.

3. Existing habitat quality to maintain viable populations of fish, wildlife, and native plants, and maintain long-term productivity of the land, soil, water, and ecosystem diversity shall be maintained and protected from adverse effects.

4. County, state and federal regulations for air and water quality, and pesticide use shall be followed.

5. There shall be no destruction of riparian areas and wetlands.

6. The approximate location and extent of wetlands in the National Scenic Area is shown on the National Wetlands Inventory (U.S. Fish and Wildlife Service, 1987).

7. The exact location of wetlands boundaries shall be delineated using the procedures specified in the *Federal Manual for Identifying and Delineating Jurisdictional Wetlands* (Federal Interagency Committee for Wetland Delineation, 1989).

8. All streams, including perennial and intermittent, shall be protected from adverse effects.

9. Partnerships with public agencies, conservation groups, and individuals are encouraged to increase public awareness, understanding, and stewardship of natural resources.

10. New developments and land uses shall include natural resource protection and enhancement measures.

11. New developments and land uses shall be evaluated for potential adverse effects including cumulative effects on natural resources of the site and vicinity.

12. The Forest Service will provide the natural resource site evaluation and project analysis for new uses and developments except for non-Forest Service federal projects and state agency projects.

13. There shall be no degradation of existing levels of air visibility.

SMA Guidelines

1. New developments and land uses as proposed in the applicant's site plan shall be evaluated to ensure that the natural resources are protected from adverse effects.

2. New developments or uses may be allowed in a buffer zone upon demonstration in the natural resources mitigation plan that there would be no adverse effects.

3. The applicant's site plan shall include the following additional information to facilitate evaluation for compliance with minimum natural resource protection standards:

a. Location of the following sites and areas. The Forest Service will provide this information to the applicant.

(1) Sites of threatened, endangered, sensitive, and endemic species of plants and animals.

(2) Location of riparian and wetland areas.

(3) Location of all sensitive fish and wildlife habitats.

b. A description or illustration showing the mitigation measures to control soil erosion and stream sedimentation.

4. The site plan shall be reviewed by the Forest Service in consultation with the appropriate state agency, and approved by the county.

5. Review of the site plan shall consider the following:

a. Biology and habitat requirements of the flora or fauna of concern.

b. Historic, current, and proposed development and uses in the vicinity of sensitive species, including cumulative effects.

c. Existing condition of the site and the surrounding habitat and the useful life of the site.

d. Physical characteristics of the subject parcel and vicinity, including topography, vegetation, and soil and hydrological characteristics.

6. The applicant shall develop a natural resource mitigation plan for all new developments or uses proposed within a buffer zone. The applicant's mitigation plan shall:

a. Include existing natural and cultural features.

b. Include proposed actions within and adjacent to the buffer zone.

c. Include mitigation measures as necessary to comply with the minimum natural resource protection stand-

ards and protect natural resources from adverse effects.

d. Be prepared by a professional natural resource specialist.

7. The natural resource mitigation plan shall be reviewed for compliance with minimum natural resource protection standards by the Forest Service in consultation with appropriate state agencies and approved by the county.

8. Minimum natural resource protection standards include:

   a. Threatened, endangered, sensitive and endemic species sites.

      (1) A buffer zone shall be created around threatened, endangered, sensitive, and endemic species as follows:

         (a) A 200 foot buffer zone for plant species.

         (b) A buffer zone for animal species sites, such as nesting, roosting and perching sites, as defined by species requirements and determined by the Forest Service.

   b. Riparian and Wetlands.

      (1) There shall be no destruction of riparian areas and wetlands.

      (2) Filling and draining of wetlands is prohibited.

      (3) There shall be a minimum 200 foot buffer zone on the landward side of each wetlands; or a variance from this requirement shall be determined by a site specific analysis of the wetland or riparian area and those species inhabiting the area as determined by the Forest Service in consultation with state and/or federal agencies;

      (4) There shall be a 200 foot buffer zone along each fish-bearing and perennial stream.

(5) A 50 foot buffer zone shall apply to intermittent streams.

(6) Revegetation shall use only species native to the Columbia River Gorge, and shall provide and maintain habitat diversity beneficial to the fish, wildlife and native plants.

(7) Maintenance and repair of roads and railroads within their rights-of-way shall be exempted from the wetlands guidelines upon demonstration of the following:

(a) The wetland within the right-of-way is a drainage ditch not part of a larger wetland outside of the right-of-way;

(b) The wetland is not critical habitat; and

(c) Proposed activities within the right-of-way would not adversely affect a wetland adjacent to the right-of-way.

c. Fish and Wildlife Habitat:

(1) Structures such as bridges, culverts, and utility corridors shall be designed so as not to impede the passage of fish and wildlife.

(2) New developments and uses shall not interfere with fish passage.

(3) Filling of shallow water fishery habitat shall be allowed only after an analysis showing that no other practicable sites exist. Filling shall only be considered for water dependent uses and mitigation shall be required.

(4) Sensitive wildlife habitat sites shall be protected from disturbance by buffer zones as defined by species requirements determined by the Forest Service.

(5) New developments and uses shall not coincide with nesting and brooding periods (from nest building to fledging of young).

(6) In areas of big game winter range adequate thermal cover shall be maintained as determined by the appropriate state wildlife agency.

(7) Forest practices shall maintain the following:

(a) Six live trees, three of which shall be of the largest tree size available, and three of which shall be of various sizes to provide replacements as snags and wildlife trees; and three dead trees per acre, of the largest tree size available; and three down trees per acre in the largest tree size available. All trees shall be unburned.

In areas with mixed oak and conifer stands, at least one of the three dead trees per acre shall be an oak snag of the largest tree size and one additional live conifer per acre of 16-inch dbh (diameter at breast height) or greater, preferably with limbs down to the ground, shall be maintained.

(b) Snags and wildlife trees shall be maintained either as clumps or evenly distributed over the forest practice area.

(c) Down logs shall be relatively solid and no area greater than two acres in size and capable of supporting forested conditions shall be without a minimum of two down logs.

d. Bio-diversity:

(1) New development and uses shall avoid disturbance to old-growth forests.

(2) Forest practices shall maintain species composition at existing proportions in the activity area.

(3) Forest practices in areas with existing oak species, shall maintain a minimum of 25 square feet basal area per acre of oak in areas with predominantly oak trees of one foot dbh or more, or maintain a minimum forty percent oak canopy cover per 40 acres in which 10 trees per acre must be of the largest tree size, in areas with predominantly oak

trees less than one foot dbh. No area greater than 10 acres in size and supporting existing oak species, shall be devoid of oak trees.

(4) Maintain a mix in age and size of hardwoods in order to provide for vertical diversity and replacement.

(5) For revegetation purposes, only plants species native to the Columbia River Gorge shall be encouraged.

e. Soil productivity:

(1) New developments and land uses shall control all soil movement within the area shown on the site plan.

(2) The soil area disturbed by new developments or land uses shall not exceed 15 percent of the project area.

(3) Within one year of project completion 80 percent of the project area with surface disturbance shall be established with effective native ground cover species.

(4) In areas where effective ground cover cannot be established prior to the autumn high rainfall period, the affected site shall be adequately stabilized to prevent erosion until effective native ground cover is established.

(5) Forest practices shall maintain the following:

(a) Soil organic matter shall be provided at a minimum of 15 tons per acre and 25 tons per acre of dead and down woody material in the east and west side vegetation communities respectively.

(b) Potential ground disturbance activities shall be designed to minimize disturbance to the soil organic horizon.

f. Air and water quality:

(1) Streambank and shoreline stability shall be maintained or restored with natural revegetation.

(2) All new developments shall be carried out to comply with state water quality requirements.

(3) To minimize cumulative watershed effects on water quality and quantity new development and land use activities shall not adversely affect more than 25 percent of the area available for the activity.

(4) Study the Columbia River Gorge National Scenic Area for designation as a Class 1 airshed.

Chapter 4

Recreation Resources

Recreation Intensity Classes

Recreation Class	GMA Acres	*SMA Acres*
Class 1 (Very low-intensity)	68,953	*90,106*
Class 2 (Low-intensity)	31,664	*18,867*
Class 3 (Moderate intensity)	10,156	*3,685*
Class 4 (High intensity)	1,912	*1,496*
Columbia River	33,822	n.a.
BIA land (exempt)	2,992	*475*
Total	**149,499**	***114,629***

General Management Area

The Columbia River Gorge has provided a multitude of outdoor recreation opportunities for residents of the Northwest for many decades. Its magnificent panoramas, waterfalls, and rock formations have awed sightseers in large numbers since the construction of the Historic Columbia River Highway during and after World War I. Excellent opportunities for fishing, hiking and other outdoor activities abound. In recent years, the recreation identity of the Gorge has expanded substantially with the meteoric rise of windsurfing activity. Among windsurfing enthusiasts, the conditions in the Gorge for this sport are considered unparalleled.

The importance of recreation to the Gorge is reflected in a number of mandates and provisions of the Scenic Area Act. Included in the first purpose of the Act is a directive to protect and enhance the recreation resources of the Columbia River Gorge [Section 3(1)]. The Commission is further directed to assess recreation resources and opportunities for enhancement of these re-sources, as part of the inventory process. Section 6(a)(3) of the Act calls for completion of a "recreation assessment," which specifically directs the Commission to identify areas suitable for public use facilities and, subject to the treaty and other rights of Indian tribes, designate areas to provide increased access for recreation purposes to the Columbia River and its tributaries. In addi-

tion to the recreation assessment, the Commission is directed "to protect and enhance open spaces" [Section 6(d)(3)], which include "potential and existing recreation resources" and "Federal and State wild, scenic and recreation waterways."

Several other important provisions of the Act highlight the unique role of recreation in the Scenic Area. Section 6(d)(3) specifies that the Commission shall allow the conversion of forest or agricultural land to recreation development. Recreation is the only type of new development for which such conversions are allowed in the Act. The Act further encourages new recreation development by authorizing the expenditure of $10,000,000 for construction of recreation facilities. An additional $2,800,000 are authorized for restoring and reconstructing the Historic Columbia River Highway for public recreational use.

A number of different studies were conducted to inventory recreation resources and opportunities. The *Recreation Overview* (Jones and Jones, 1988) provided a comprehensive inventory of recreation facilities and use areas in the Gorge. This information helped identify areas with a relative lack of facilities and opportunities. The *Recreation Demand Study* (Envirosphere, 1988) analyzed demand for different outdoor recreation activities, estimated current use levels and forecasted future demand and growth rates for particular activities. The *Columbia River Gorge Sailboard Economics* study (University or Oregon, 1987) analyzed the economic effects of windsurfing on the local economy. Another study which evaluated recreation use patterns and demands in the Gorge, *Tourism in the Columbia River Gorge* (Morse and Anderson, 1988), included interviews of people recreating in the Gorge. The *Statewide Comprehensive Outdoor Recreation Plans* (SCORP) of both states were also utilized to evaluate growth rates and use levels of recreation activities, relative facility needs and user preferences regarding recreation settings. Commission planning staff compiled a report on recreation demand in the Gorge which integrated and summarized all the different studies described above. The report, entitled *Recreation Demand in the Columbia River Gorge National Scenic Area* (Gorge Commission, May 1989), recommended priorities for the recreation planning program based on the conclusions of these various studies.

In order to identify areas suitable for recreation facilities and new river access sites, Scenic Area recreation planners identified a large number of potential recreation sites, trails and pathways and evaluated them for their suitability. Two inventories were compiled in this process, an *Inventory and Evaluation of Potential Recreation Sites* and an *Inventory and Evaluation of Potential Trails and Travelways.* The priority sites and areas proposed in this Management Plan for recreational use were chosen from these inventories. The criteria and process used in selecting these sites are described in detail in the Recreation Development Plan. These inventories will provide a useful data base when considering additional recreation opportunities in the future, beyond those priority sites included in the Recreation Development Plan.

Perhaps more than any other mandate in the Act, the Commission's charges with respect to recreation pose a number of unique and formidable challenges. Many of these challenges relate to the directive that the Commission increase recreational access to the Columbia River and its tributaries. Due to construction of federal highway and dam projects and railroads on both shores of the river, a very limited number of potentially usable areas for recreational river access exist. Many of these remnants of the once-extensive Columbia River floodplain include sensitive natural resources. Providing facilities in these few locations is made more difficult and costly by physical barriers to the river, such as the freeway or railroad tracks. In addition, many of the remaining, potentially-usable lowlands contain or are expected to contain cultural resources, which are also to be protected under the Act. Given the long history of human settlement in the Gorge, particularly focused along the river, the presence of remains of past cultures is to be expected.

A related challenge involves potential conflicts between Native American fishing activities and river-oriented recreation, particularly windsurfing. The explosive growth of windsurfing, particularly in the central Gorge, has resulted in intensive usage of particular stretches of the river and substantial pressures for new access points and expansion of existing sites. The Act requires that tribal treaty rights not be affected by the provisions of the Act or Management Plan. In this situation, treaty rights protect Native American fishing activities above the Bonneville Dam (in the areas of highest

windsurfing usage). Various Native Americans have objected to windsurfing activity in close proximity to fishing nets.

The rise of windsurfing presents several other challenges and issues. A number of sites receiving intensive use have not been planned or designed with adequate facilities, resulting in public safety, sanitation and other concerns. Also, some sites may be experiencing damage to sensitive resources due to overuse. This problem is not unique to windsurfing, as there are a number of overused sites in the western Gorge (such as Multnomah Falls) receiving too much use related to sightseeing, hiking and related activities. Similar problems occur at key fishing access points during peak fishing periods. Solutions include dispersing use by providing similar opportunities in less-used portions of the Gorge, providing better information on other existing facilities not being overused, and improved site management.

Due to recent substantial increases in recreational day use activities, certain portions of the Gorge are experiencing a severe shortage of overnight camping sites and a resulting proliferation of overnight camping in unauthorized areas. In addressing these challenges and meeting mandates to increase river-related recreation, the Commission must also protect the rural character of Gorge landscapes. It is crucial that, in providing new facilities emphasizing resource-based recreation, the very resources and scenic settings attracting recreationists to the Scenic Area are not degraded. Another important concern is that the quality of life for the many residents of the Scenic Area be maintained while meeting the Act's recreation mandates.

In response to these mandates and challenges, the Commission has provided the following: overall recreation goals, objectives and policies; Recreation Intensity Classes with specific guidelines and criteria addressing potential effects of public and commercial recreation; Public and Commercial Recreation land use designations; and a Recreation Development Plan which identified proposed public recreation projects which, when implemented, will best achieve public recreation goals and objectives of the Plan. These various elements reflect the recreation assessment mandates specified in Section 6 of the Act.

The goals, objectives, policies and guidelines of this chapter provide a framework guiding actions of both the various

public and private recreation providers in the General Management Area, as well as those agencies whose programs either affect or are affected by recreation uses. Such entities include local, state and federal planning and park agencies as well as private and non-profit groups.

The Recreation Resources chapter is divided into the following sections:

Overall Goals, Objectives and Policies
- Protection of Resources ..... Page II-155
- Scenic Appreciation and Scenic Travel Corridors ..... Page II-157
- Resource-Based Recreation ..... Page II-158
- River Access and Protection of Treaty Rights ..... Page II-160
- Interpretation/Education ..... Page II-161
- Trails ..... Page II-162
- Transportation ..... Page II-165
- Coordination ..... Page II-166

Recreation Intensity Classes ..... Page II-167

Overall Goals, Objectives and Policies

Protection of Resources

GMA Goals

1. Protect and enhance recreation resources consistent with Native American treaty rights.

2. Protect scenic, natural, cultural and recreational resources when providing new recreation opportunities.

GMA Objectives

1. Encourage recreation facility designs which blend such facilities with their natural settings, especially those which restore and/or enhance natural, cultural, or scenic resource values of a site.

2. Encourage innovative approaches to siting, design, and construction of recreation facilities which minimize their environmental impacts.

GMA Policies

1. Ensure that recreation resources are protected from adverse effects from new development/uses on adjacent lands by establishing buffers between recreation uses and new buildings on adjacent lands. Guidelines implement-

ing this policy are contained in the land use designation chapters.

2. The goals, objectives, policies, guidelines and all other provisions of this plan shall not affect existing uses at recreation sites which exist as of the date of the adoption of this plan.

3. All proposed recreation uses shall comply with guidelines for protection of scenic, natural, cultural, and recreational resources.

4. Private concessions and other commercial uses at public recreation sites shall be allowed pursuant to adopted policies of the public park agency owning the site. If a different agency manages the site, that agency's policies shall apply, unless superseded by provisions of the owning agency's policies.

5. For commercial recreation sites and public recreation sites not owned or managed by a public park agency with adopted concession policies, the following policies shall apply:

   a. Retail sales at campgrounds shall be limited to camping supplies for overnight guests in dedicated space within the registration or central office building.

   b. Private concessions in permanent structures shall be limited to one structure per park site. Sales shall be limited to those items necessary for enjoyment and use of recreation opportunities at the site, including food and beverages and recreational equipment rental.

   c. Mobile vendors may be permitted, subject to local government approvals. Local government review shall address solid waste disposal, visual impacts of signage, traffic circulation and safety. Such uses shall be limited to the term of the recreation season and sales shall be limited to food and beverages and recreation equipment rental.

Scenic Appreciation and Scenic Travel Corridors

GMA Goals

1. Increase scenic appreciation opportunities throughout the National Scenic Area.

2. Designate the following as Scenic Travel Corridors and promote uses and activities which improve their functions as recreational and scenic travel routes: Historic Columbia River Highway; Washington State Routes 14, 141, and 142; Oregon Highway 35; and Interstate 84.

GMA Objectives

1. Provide new viewpoints that highlight the outstanding scenic vistas of the Gorge, the river itself, and special scenic features.

2. Encourage recreation facilities which improve the visual quality of previously disturbed sites.

3. Emphasize recreation facility designs which provide and maintain views of the river and Gorge walls.

4. Establish new viewpoints of the Columbia River and Gorge landscapes at places offering outstanding views along designated Scenic Travel Corridors.

5. Create or restore openings in vegetation along the Historic Columbia River Highway, Washington State Route 14, and Interstate 84 to provide or improve views of the Columbia River and Gorge walls in a manner consistent with guidelines to protect natural, cultural, scenic, and recreational resources. Specific guidelines for such proposals are contained in Guideline 2 of the Scenic Travel Corridors section of the Scenic Resources chapter.

6. Establish walking and bicycling paths along segments of the Historic Columbia River Highway either abandoned or currently closed to regular vehicular traffic. Prioritize restoration and reconnection of all intact and usable segments of the Historic Columbia River Highway to create a continuous bicycle/pedestrian pathway through the National Scenic Area.

7. Provide safe pedestrian and bicycle passage across the three Columbia River bridges in the Scenic Area to connect Scenic Travel Corridors for these user groups.

8. Establish low-elevation bicycle paths or lanes along or near Interstate 84 and Washington State Route 14 through the Scenic Area. Abandoned segments of the Historic Columbia River Highway may fulfill this objective in certain locations. Explore establishing bicycle paths or lanes or otherwise improving bicycle safety for driveable portions of the Historic Columbia River Highway.

GMA Policies

1. Planning and management efforts for recreational uses within Scenic Travel Corridors, such as viewpoints, pedestrian and bicycle paths, etc. shall involve potentially affected landowners, relevant recreation agencies and organizations, fire, law enforcement and emergency service providers, tribal governments and affected local agencies as an integral component of such efforts.

2. Potential funding sources shall be evaluated as an integral component of all recreation facility planning efforts within Scenic Travel Corridors. Fiscal impacts to local public service providers shall be considered as part of this process.

3. Provision of pedestrian and bicycle paths within Scenic Travel Corridors shall include barrier-free opportunities.

Resource-Based Recreation

GMA Goal

Provide a diversity of resource-based recreation opportunities accessible to all segments of the public and which emphasize the quality of the recreation experience.

GMA Objectives

1. Increase resource-based recreation opportunities for the physically challenged, less affluent, and other underrepresented segments of the recreating public.

2. Provide additional overnight camping opportunities in natural settings, especially near popular day use areas.

3. Protect existing popular recreation sites from overuse by providing opportunities and facilities at new locations with similar recreation attributes.

4. Emphasize provision of resource-based recreation opportunities in portions of the Scenic Area relatively lacking in such opportunities, particularly the eastern end and the Washington side of the Scenic Area.

GMA Policies

1. The National Scenic Area recreation program shall emphasize provision of resource-based, outdoor recreation opportunities. Resource-based recreation includes those recreation uses which are essentially dependent upon the natural, scenic or cultural resources of the Scenic Area and which do not adversely affect those resources upon which they depend. Such uses include, but are not limited to, trail use, fishing, swimming, windsurfing, nature study, wildlife viewing, sightseeing, picnicking, camping, and visiting interpretive facilities. Recreation uses which are not resource-based in nature, such as playgrounds and community parks, are addressed in the land use designations.

2. Recreation Intensity Classes (described in more detail later in this chapter) shall be applied to all lands under the Commission's jurisdiction. This overlay identifies areas potentially suitable for varying intensities of new resource-based recreation uses.

3. Non-resource-based recreation facilities included in proposed resource-based recreation sites shall be allowed if the site is predominantly dedicated to resource-based recreation.

4. The Recreation Development Plan (described in more detail later in this plan) consists of proposed public recreation facilities which are the highest priority for implementation. These proposed facilities focus on provision of resource-based recreation opportunities. Public funding for facilities proposed therein shall be limited to resource-based uses and necessary support facilities.

5. Recreation demand shall be an important consideration in providing new facilities and opportunities, but shall not supersede consideration of the quality of recreation experience provided or protection of other resources.

River Access and Protection of Treaty Rights

GMA Goal

Increase recreational access to the Columbia River and its tributaries as much as possible, subject to the treaty and other rights of Indian tribes. Increase access in a manner which maximizes preservation of the shoreline area and minimizes impacts to sensitive resources.

GMA Objectives

1. Expand opportunities for river-oriented, day use recreation along the shoreline of the Columbia River and its tributaries.

2. Encourage recreation facilities which provide for compatible multiple uses at riverfront recreation sites.

3. Encourage recreation facility designs which consolidate access to river-oriented recreation opportunities, and which place non-water-dependent facilities away from the immediate shoreline area as much as possible.

GMA Policies

1. Emphasis shall be given to river-oriented, day use recreation along the shoreline of the Columbia River and its tributaries. Recreation uses (such as overnight camping) which are not water-dependent or water-related shall be sited so as to preserve opportunities for water-dependent and water-related uses near the shore.

2. In providing additional river access, establishment of new facilities shall be balanced with stretches of river shore emphasizing low-intensity recreation and minimal facilities. The result should be a generally natural-appearing shoreline punctuated by nodes of concentrated recreation activities and facilities.

3. Potentially affected tribal and local governments shall be consulted at the onset of all planning efforts for public use recreation facilities in the General Management Area.

4. Prior to approval of new riverfront recreation facilities proposed above Bonneville Dam, the applicant shall assess potential effects of such recreation proposals on treaty fishing activities, and prepare a management plan addressing potential effects, if determined to exist. The requirements of such plans are specified in the Recreation

Intensity Class Guidelines. If such plans determine that potential effects exist, project approval shall be contingent upon demonstration that any effects to treaty fishing activities have been removed through redesign and/or application of mitigation measures. Tribal consultation on such plans shall be required.

5. Consider temporary closures of river-oriented recreation sites during critical treaty fishing periods where existing adverse effects on treaty fishing have been demonstrated.

6. Explore cooperative planning and cost-sharing agreements to fund access development where proposed or designated in-lieu Indian fishing sites are near potential river recreation sites.

7. The Commission shall work with local and state law enforcement, public safety and emergency services agencies to develop coordinated and comprehensive strategies addressing public safety and law enforcement needs associated with increased recreational river access. Such strategies shall include consideration of personnel and fiscal impacts of increased service demands and identification of needed funding for such impacts and demands.

8. Recreation providers shall consult with applicable local and state law enforcement, public safety and emergency service providers when developing proposals for new recreational river access.

Interpretation/Education

GMA Goal

Increase public understanding and appreciation of the human and natural resources of the National Scenic Area, both past and present, through interpretive/educational programs and facilities.

GMA Objectives

1. Increase awareness and appreciation of the great diversity of natural, cultural, scenic, and recreational resources of the Scenic Area.

2. Increase awareness and appreciation of the interrelationships between human activities and the Gorge environment.

3. Provide a full spectrum of barrier free (physical, linguistic, cultural, sensory) interpretive opportunities.

4. Encourage the establishment of "gateway" facilities located at major entryways to the Scenic Area. Such facilities should:

   a. Welcome and orient the visitor and provide tourist information;

   b. Offer exhibits on the features and resources in the vicinity of the facility;

   c. Encourage visitors to visit the main Interpretive Center near The Dalles (The Gorge Discovery Center) and provide programs complementary to that facility; and

   d. Encourage visitors to visit the Conference Center (Skamania Lodge) in Stevenson.

GMA Policies

1. When planning new interpretive programs and/or facilities, consider relevant recommendations of the "Interpretive Strategy for the Columbia River Gorge National Scenic Area" (an appendix to the Management Plan).

2. Programs and measures to protect sensitive cultural and/or natural resources shall be required as a part of any effort to interpret such resources. Tribal consultation shall be required, as will consideration of tribal comments, for any such efforts involving interpretation of Native American prehistory, history, or culture.

3. Disseminate information about Scenic Area recreation opportunities at important recreation/visitor information facilities, including the Interpretive Center, Conference Center, information kiosks, and gateway facilities.

Trails

GMA Goal

Provide a diversity of new trail opportunities in a variety of settings which highlight the special resources of the Gorge, while adequately maintaining and, where appropriate, upgrading existing trails.

GMA Objectives

1. The following three objectives are the highest priorities for future designated public use trails in the General Management Area:

   a. Provide trails linking Urban Areas and the Portland/Vancouver metropolitan area to recreation opportunities in the National Scenic Area.

   b. Establish a trail system (or series of trails) along the Columbia River.

   c. Increase trail opportunities on the Washington side of the National Scenic Area and in the eastern portions of the National Scenic Area.

2. Other trail objectives are:

   a. Establish a loop trail around the National Scenic Area.

   b. Establish trails along the major tributaries of the Columbia River.

   c. Provide trail linkages between National Scenic Area trail opportunities and trails in the National Forests and other public lands north and south of the National Scenic Area.

   d. Provide safe bikeways for recreational use on appropriate county roads when consistent with county plans and programs.

GMA Policies

1. Trail planning and management efforts shall include affected landowners, relevant agencies, tribal governments and trail organizations at the onset of such efforts.

2. The Commission shall not acquire property or easements for trails without property owner consent. The Commission shall encourage other public bodies to acquire property or easements for trails through purchase or donation.

3. As an integral component of trail planning , development and management efforts, strategies shall be developed addressing trespass, noxious weeds, and public safety issues such as fire hazard, emergency rescue and classification systems for degree of difficulty. Such efforts shall include

consultation with fire, law enforcement, and emergency service providers.

4. Consider temporary trail closures during critical fire hazard periods.

5. Encourage shared use of trails as much as possible by compatible multiple user groups where appropriate conditions exist, to maximize efficient use of trails and reduce needs for new trail construction.

6. Minimize user conflicts on trails through proper siting, design, maintenance and an aggressive user education program. Multiple use trails shall be built to standards sufficient to accommodate such different groups. Standards shall address safety concerns and signage, trail width, visibility, percent grade, etc.

7. Prohibit use of motorized vehicles on designated public use trails, except in an emergency for use by response agencies and their agents.

8. Prioritize completion and improvement of existing trails, incomplete trail loops and trail segments, considering relationships with trails in Urban Areas, Special Management Areas and outside the Scenic Area.

9. Consider use levels on existing trails and projected demand for different trail uses when planning additional trails.

10. Trail systems and new trails shall, where feasible, incorporate existing segments of older/historic trails, and abandoned road and railroad rights-of-way.

11. Explore use of utility corridor rights-of-way for trail use where such use would not interfere with the corridors' primary functions.

12. Provide barrier free access for new trails and improvements to existing trails to the maximum extent practicable.

13. Consider public needs for convenience, access and security when designing and siting trailheads.

14. Where appropriate and practicable, provide facilities at trailheads to promote alternative means of accessing trail opportunities other than the private automobile.

15. Potential funding sources shall be evaluated as an integral component of all trails planning efforts. Fiscal impacts to local public service providers shall be considered as part of this process, including adequacy of funding to provide for proper maintenance, emergency response and law enforcement functions.

16. Trails proposed along the Columbia River and its tributaries shall be designed in a manner which minimizes effects to the shoreline and associated habitat values. Seasonal closures during critical wildlife periods shall be considered, as well as other appropriate mitigative measures.

Transportation

GMA Goal

1. Provide transportation facilities which meet the needs of the traveling public and implement this plan's recreation goals and objectives while protecting scenic, natural, cultural, and recreational resources.

2. Promote alternative modes of transportation to improve safety and enjoyment of the driving public and to alleviate future traffic demand.

GMA Objectives

1. Encourage provision of alternate modes of transportation to recreation destinations in order to reduce resource impacts and facilitate visitation by all segments of the public. Such alternate modes include, but are not limited to, shuttles, railroad, and boat access.

2. Encourage provision of transportation modes which are recreational in nature.

3. Improve linkages between different modes of transportation at major recreation sites in the Scenic Area.

4. Improve access to recreation opportunities in the Scenic Area for the physically-challenged, less affluent and other underrepresented user groups.

GMA Policies

1. Accommodation of facilities for mass transportation (bus turnaround, etc.) shall be required for all new high intensity (Class 4) day use recreation sites, except for sites predominantly devoted to boat access. These facilities are also encouraged for all new moderate intensity (Class 3) day use recreation sites where practicable.

2. All transportation facilities or improvements associated with public recreation shall be designed to minimize impacts to scenic, natural, cultural, and recreational resources to the maximum extent practicable.

Coordination

GMA Goal

Develop an outdoor recreation program which coordinates plans and actions of all relevant recreation providers and planning agencies to meet the recreation needs of Scenic Area residents and visitors. Such coordination shall seek to avoid land use conflicts and duplication of services.

GMA Objectives

1. Encourage new recreation developments which complement other existing or planned recreation facilities in an area and/or provide linkages between such facilities.

2. Encourage coordinated, comprehensive recreation planning on a non-jurisdictional basis for distinct subareas of the Gorge possessing similar characteristics.

3. Encourage comprehensive recreation planning which fosters a unified, regional approach and deemphasizes divisions by state, county or other jurisdictional boundaries, while recognizing the particular needs of such jurisdictions.

GMA Policies

1. Coordinated, regional approaches to solving on-going operational and management problems, such as emergency response, law enforcement, coordinated fee/permit systems, etc. shall be pursued in planning new recreation uses and for comprehensive plan updates and revisions, to the maximum extent practicable. Such efforts shall include exploring additional revenue sources to defray costs of law enforcement and public safety services provided by local government service providers.

2. Consider existing or proposed recreation facilities or areas outside the Scenic Area and inside Urban Areas which may affect recreation use and/or demand in the Scenic Area when evaluating recreation proposals.

3. Evaluate recreation proposals for consistency with existing county, city, port or other relevant plans.

Recreation Intensity Classes

Recreation Intensity Classes have been applied to all General Management Area (GMA) lands on which the Commission has planning jurisdiction. They are an overlay to the underlying land use designations and reflect potential suitability of General Management Area lands for varying degrees of resource-based recreation facilities open for public use. Recreation Intensity Classes do not supersede any provisions of underlying land use designations and basic zoning districts associated with those designations, nor do they affect recreation uses existing as of the date of plan adoption.

GMA Goal

Identify suitable levels of resource-based, public use facilities to meet Scenic Area Management Plan recreation goals and objectives while protecting scenic, natural and cultural resources.

GMA Policies

1. Proposed resource-based recreation facilities or uses shall be consistent with applicable Recreation Intensity Class Guidelines and Conditional Use Criteria contained in this chapter. Resource-based recreation includes those recreation uses which are essentially dependent upon the natural, scenic or cultural resources of the Scenic Area and which do not adversely affect those resources upon which they depend. Such uses include but are not limited to trail use, fishing, swimming, windsurfing, nature study, wildlife viewing, sightseeing, picnicking, camping, and visiting interpretive facilities.

2. Recreation uses which are not resource-based in nature are not subject to the guidelines and criteria of the Recreation Intensity Classes. Such recreation uses may be permitted pursuant to provisions of the land use

designations, and include community parks and playgrounds, tennis courts, swimming pools, and playing fields for organized team sports. New golf courses shall not be permitted. Existing golf courses may be expanded, subject to conditions.

3. In addition to the guidelines and criteria contained herein, proposed resource-based recreation uses shall comply with all applicable guidelines to protect natural, cultural and scenic resources.

4. Land slope, road access, the presence of geologic or other hazards, and the presence of significant or sensitive resources shall be primary considerations in determining the suitability of lands for recreation, as well as the presence of site amenities providing recreation opportunities and proximity to complementary recreation facilities.

5. High intensity recreation uses shall be limited to the most suitable lands for recreational access to the Columbia River and its major tributaries and suitable lands for recreation use near designated Urban Areas or Rural Centers.

6. Recreation shall be limited to very low-intensity uses in inventoried wetlands, special habitat areas, and significant natural areas, steeply sloping lands and geologic hazard areas.

7. Recreation shall be limited to very low-intensity uses in areas of existing orchards, vineyards, row crops or other high-value agricultural uses in Agriculture designations.

8. Recreation shall be limited to low-intensity recreation uses in areas with the most suitable soils for cultivation in Agriculture designations.

9. Notwithstanding policies 8 and 9 of this section, moderate or high intensity recreation uses may be allowed on lands adjacent to the Columbia River or its major tributaries offering significant opportunities for recreational river access.

10. Low and moderate intensity recreation opportunities shall be emphasized on lands in Forest designations most suitable for such uses.

11. Recreation shall be limited to low-intensity uses in Residential designations.

12. Proposals exceeding the Recreation Intensity Class Guidelines shall require a plan amendment subject to Gorge Commission approval, upon satisfaction of criteria as specified in the Recreation Intensity Class Guidelines.

13. The Recreation Intensity Class Guidelines contained herein shall be applied to individual recreation facilities, as defined in these guidelines.

14. The Commission shall evaluate the results of the Recreation Intensity Classes in five years, as part of the plan update and review process. The Commission may substantially revise the Recreation Intensity Classes at that time, based on those results and the ongoing need for this planning overlay tool.

GMA Guidelines

The following uses are allowable, subject to compliance with the approval criteria listed in this section and guidelines contained in this Management Plan.

Recreation Intensity Class 1

1. Trails for hiking, equestrian and mountain biking use.

2. Pathways for pedestrian and bicycling use.

3. Parking areas for 10 cars or less with no associated structures (except as specified below), for the following uses:

   a. Trailheads (with provisions for hitching rails and equestrian trailers at trailheads accommodating equestrian use)

   b. Scenic viewpoints and overlooks

   c. Wildlife/botanical viewing and nature study areas

d. River access

e. Simple interpretive signs and/or displays, not to exceed a total of 50 square feet

4. Entry name signs not to exceed 10 square feet.

5. Boat docks, limited to stationary piers and floating docks containing a deck area not to exceed 200 square feet.

6. Moorage buoys or other boat anchorages, for no more than 5 boats at one time.

Recreation Intensity Class 2

1. All uses permitted in Recreation Intensity Class 1.

2. Parking areas for 25 cars or less, may include limited comfort facilities in structures 120 square feet or smaller, for the following uses:

   a. Trailheads (with provisions for hitching rails and equestrian trailers at trailheads accommodating equestrian use)

   b. Scenic viewpoints and overlooks

   c. Wildlife/botanical viewing and nature study

   d. River access

   e. Simple interpretive signs and displays, not to exceed a total of 100 square feet

   f. Picnic areas

3. Entry name signs not to exceed 20 square feet.

4. Boat docks, limited to stationary piers and floating docks containing a dock area not to exceed 400 square feet.

5. Moorage buoys or other boat anchorages, for no more than 10 boats at one time.

6. Campgrounds for 20 units or less, tent sites only.

Recreation Intensity Class 3

1. All uses permitted in Recreation Intensity Classes 1 and 2.

2. Parking areas for 75 cars or less, may include comfort facilities and concession stands or buildings (pursuant to applicable concession policies contained in this section), for:

   a. Trailheads (with provisions for hitching rails and equestrian trailers at trailheads accommodating equestrian use)

   b. Scenic viewpoints and overlooks

   c. Wildlife/botanical viewing and nature study

   d. River access (with provisions for boat trailers at boat launch parking areas)

   e. Interpretive signs, displays and/or structures

   f. Visitor information and environmental education facilities, including structures

   g. Picnic areas

3. Entry name signs not to exceed 32 square feet.

4. Boat docks, piers or wharfs containing a deck area not to exceed 1600 square feet.

5. Moorage buoys or other boat anchorages for no more than 20 boats at one time.

6. Boat ramps, not to exceed 3 lanes.

7. Campgrounds for 50 individual units or less for tents and/or recreational vehicles, with a total density of no more than 10 units per acre (density to be measured based on total size of recreation facility and may include required buffer and setback areas). Class 3 campgrounds may also include one group campsite area, in addition to the individual units allowed as described herein.

Recreation Intensity Class 4

1. All uses permitted in Recreation Intensity Classes 1, 2, and 3.

2. Parking areas for 250 cars or less, may include comfort facilities and concession stands or buildings (pursuant to applicable concession policies contained in this section), for:

   a. Trailheads (with provisions for hitching rails and equestrian trailers at trailheads accommodating equestrian use)

   b. Scenic viewpoints and overlooks

   c. Wildlife/botanical viewing and nature study

   d. River access (with provisions for boat trailers at boat launch parking areas)

   e. Interpretive facilities, including structures

   f. Visitor information and environmental education facilities, including structures

   g. Picnic areas

   h. Horseback riding stables and associated facilities

3. Entry name signs, not to exceed 40 square feet.

4. Boat docks, piers or wharfs and moorage buoys or other boat anchorages.

5. Boat ramps.

6. Campgrounds for 175 individual units or less for tents and/or recreation vehicles with a total density of no more than 10 units per acre (density to be measured based on total size of recreation facility and may include required buffer and setback areas). Class 4 campgrounds may also include up to 3 group campsite areas, in addition to individual campsite units allowed as described herein.

Approval Criteria (For Proposals

Outside of Public or Commercial Recreation Designations)

Project applicant(s) shall demonstrate that the proposed project conforms to the following criteria as a condition of project approval:

1. Compliance with all applicable guidelines in this Management Plan for protection of scenic, cultural, recreational and natural resources. Cumulative effects of recreation proposals on landscape settings shall be based on the "compatible recreation uses" guideline for the landscape setting in which the proposal is located.

2. For proposed recreation projects in or adjacent to Agriculture or Forest land use designations:

   a. The use/development would not seriously interfere with accepted forest or farm practices on surrounding lands devoted to forest or farm uses. Provision of on-site buffers may be used to partially or fully comply with this criterion, depending upon project design and/or site conditions.

   b. A declaration has been signed by the applicant or owner and recorded with county deeds and records specifying that the owner or applicant is aware that operators are entitled to carry on accepted forest or farm practices on lands designated Forest or Agriculture.

3. For proposed projects including facilities for outdoor fires for cooking or other purposes or proposed campgrounds:

   The applicant shall demonstrate that a sufficient quantity of water necessary for fire suppression (as determined pursuant to applicable fire codes or the county fire marshall) is readily available to the proposed facility, either through connection to a community water system or on-site wells, storage tanks, sumps, ponds or similar storage devices. If connection to a community water system is proposed, the project proponent shall demonstrate that the water system has adequate capacity to meet the facility's emergency fire suppression needs without adversely affecting the remainder of the water system with respect to fire suppression capabilities. In addition, in order to provide access for fire-fighting equipment, access drives shall be constructed to a minimum of 12 feet in

width and a maximum grade of 12 percent. Access drives shall be maintained to a level that is passable to fire-fighting equipment.

4. For proposed trail or trailhead projects: compliance with applicable trails policies in this Management Plan.

5. For proposed projects providing boating or windsurfing access to the Columbia River or its tributaries: compliance with applicable "River Access and Protection of Treaty Rights" policies in this chapter.

6. For proposed projects providing boating or windsurfing access to the Columbia River or its major tributaries above Bonneville Dam (in the Bonneville or The Dalles "pools"):

   An assessment of potential conflicts between proposed recreational river access uses and existing treaty fishing activities, and where applicable, development of measures to address any such potential conflicts. At minimum, this assessment shall include:

   a. A map of the project site and vicinity, including adjacent river areas at least one-half mile upstream and downstream from the project site. The map shall indicate locations at which public river access is planned and locations of all registered tribal treaty fishing nets, as recorded by the Columbia River Intertribal Fish Commission or applicable tribal government. The map shall be at a scale of 1:12,000 (1" = 1000') or greater;

   b. Descriptions of the type of public access proposed, anticipated levels of public access at peak usage periods and estimated periods of public usage of the facility;

   c. Listing of official fishing season periods applicable to tribal treaty fishing nets in the project vicinity;

   d. An assessment, based on consideration of the above factors, of the potential effects on treaty fishing activities of proposed recreational river access uses;

   e. A management plan with specific mitigation measures to avoid effects to treaty fishing activities, if potential effects to such activities are determined to exist. Such

measures may include: reducing the size and/or modifying the location or design of the facility; seasonal closures during critical fishing periods and/or stringent on-site monitoring; informational signage; and highly visible buoys or other markers delineating net locations; and

f. Provision of adequate opportunity for review and comment of such management plans to all four tribal governments, prior to project approval. The final decision shall include findings of fact addressing any tribal concerns regarding treaty fishing rights.

7. For proposed projects which include interpretation of natural or cultural resources:

   A demonstration that the interpretive facilities will not adversely affect natural or cultural resources and that appropriate and necessary resource protection measures shall be employed.

8. For proposed Recreation Intensity Class 4 projects (except for sites predominantly devoted to boat access):

   A demonstration that the project accommodates provision of mass transportation access to the site. The number and size of the mass transportation facilities shall reflect the physical capacity of the site. This requirement may be waived upon a demonstration that provision of such facilities would result in overuse of the site, either degrading the quality of the recreation experience or adversely affecting other resources at the site.

Facility and Design Guidelines for All Projects

1. Recreation facilities which are not resource-based in nature (as defined in policy 1, page II-8) may be included at sites providing resource-based recreation uses consistent with the guidelines and criteria contained herein, as long as such facilities comprise no more than one-third of the total land area dedicated to recreation uses and/or facilities. Required landscaped buffers may be included in calculations of total land area dedicated to recreation uses and/or facilities.

2. The facility guidelines contained herein are intended to apply to individual recreation facilities. For the purposes of these guidelines, a recreation facility is considered a cluster or grouping of recreational developments or improvements located in relatively close proximity to one another. Recreation developments or improvements to be considered a separate facility from other developments or improvements within the same Recreation Intensity Class must be separated by at least one-quarter mile of undeveloped land (excluding trails, pathways, or access roads) from such developments or improvements.

3. Parking areas, access roads, and campsites shall be sited and designed to fit into the existing natural contours as much as possible, both to minimize ground-disturbing grading activities and utilize topography to screen parking areas and associated structures. Parking areas, access roads, and campsites shall be sited and set back sufficiently from bluffs so as to be visually subordinate as seen from Key Viewing Areas.

4. Existing vegetation, particularly mature trees, shall be maintained to the maximum extent practicable, and utilized to screen parking areas and campsites from Key Viewing Areas and satisfy requirements for perimeter and interior landscaped buffers.

5. Parking areas providing over 50 spaces shall be divided into discrete "islands" separated by unpaved, landscaped buffer areas.

6. Lineal frontage of parking areas and campsite loops to Scenic Travel Corridors shall be minimized to the greatest extent practicable.

7. Ingress/egress points shall be consolidated to the maximum extent practicable, providing for adequate emergency access pursuant to applicable fire and safety codes.

8. Signage shall be limited to that necessary to provide relevant recreation or facility information, interpretive information, vehicular and pedestrian direction, and for safety purposes.

9. Exterior lighting shall be shielded, designed and sited in a manner which prevents such lighting from projecting off-site or being highly visible from Key Viewing Areas.

10. Innovative designs and materials which reduce visual impacts (such as "turf blocks" instead of conventional asphalt paving) shall be encouraged through incentives such as additional allowable parking spaces and reduce required minimum interior or perimeter landscaped buffers. Upon determination that potential visual impacts have been substantially reduced by use of such designs and materials, the county shall allow either reductions in required minimum interior or perimeter landscape buffers up to 50 percent of what would otherwise be required, or additional parking spaces not to exceed 10 percent of what would otherwise be permitted.

11. A majority of trees, shrubs and other plants in landscaped areas shall be species native or naturalized to the landscape setting in which they occur (landscape setting design guidelines will specify lists of appropriate species).

12. All structures shall be designed such that height, exterior colors, reflectivity, mass and siting result in the structures blending with and not noticeably contrasting with their setting.

13. Landscape buffers around the perimeter of parking areas accommodating more than 10 vehicles shall be provided. Minimum required widths are 5 feet for 20 vehicles or less, 20 feet for 50 vehicles or less, 30 feet for 100 vehicles or less, and 40 feet for 250 vehicles or less.

14. Interior landscaped buffers breaking up continuous areas of parking shall be provided for any parking areas over 50 spaces in size. The minimum width of interior landscaped buffers between each parking lot of 50 spaces or less shall be 20 feet.

15. Within required perimeter and interior landscaped buffer areas, a minimum of 1 tree of at least 6 feet in height shall be planted for every 10 lineal feet as averaged for the entire perimeter width. A minimum of 25 percent of planted species in perimeter buffers shall be coniferous to provide screening during the winter. Applicants are encouraged to place such trees in random groupings ap-

proximating natural conditions. In addition to the required trees, landscaping shall include appropriate shrubs, groundcover and other plant materials.

16. Minimum required perimeter landscape buffer widths for parking areas or campgrounds may be reduced by as much as 50 percent, at the discretion of the county, if existing vegetation stands and/or existing topography are utilized such that the development is not visible from any Key Viewing Area.

17. Grading, excavation or soil compaction within the "drip line" of existing mature trees shall be avoided to the maximum extent practicable, to reduce risk of root damage and associated tree mortality.

18. All parking areas and campsites shall be set back from Scenic Travel Corridors, and the Columbia River and its major tributaries at least 100 feet. Required perimeter landscaped buffers may be included when calculating such setbacks. Setbacks from rivers shall be measured from the ordinary high water mark. Setbacks from Scenic Travel Corridors shall be measured from the edge of road pavements.

19. Applicants shall utilize measures and equipment necessary for the proper maintenance and survival of all vegetation utilized to meet the landscape standards contained herein, and shall be responsible for such maintenance and survival.

20. All parking areas shall be set back from property boundaries by at least 50 feet. All campsites and associated facilities shall be set back from property boundaries by at least 100 feet.

Variances, Exceptions and Plan Amendments

1. A local government may grant a variance to the setback and buffer requirements contained in this chapter upon a finding that the following conditions exist:

   a. The proposed project is a public use, resource-based recreation facility providing or supporting recreational access to the Columbia River or one of its major tributaries;

b. All reasonable measures to redesign the proposed facility to comply with required setbacks and buffers have been explored, and application of those setbacks and buffers would prohibit a viable recreation use of the site as proposed;

c. Resource impacts have been mitigated to less than adverse levels through design provisions and mitigation measures.

2. Proposals to change a Recreation Intensity Class to a higher intensity class and proposals involving developments in Recreation Intensity Class 4 exceeding the Recreation Intensity Class 4 guidelines shall require a plan amendment subject to the approval of the Columbia River Gorge Commission. Approval of any such proposed plan amendments shall be contingent upon demonstration that all of the following criteria are met:

   a. Demand and use levels for the proposed activity(s), particularly in the area where the site is proposed, are high and expected to remain so and/or increase. Statewide Comprehensive Outdoor Recreation Plan (SCORP) data and data from National Scenic Area recreation demand studies shall be relied upon to meet this criterion in the absence of current applicable studies.

   b. The proposed use is dependent on resources present at the site.

   c. Reasonable alternative sites, including those in Urban Areas, offering similar opportunities have been evaluated and it has been demonstrated that the proposed use cannot be adequately accommodated elsewhere.

   d. The proposed use is consistent with the goals, objectives and policies in this chapter.

   e. Through site design and/or mitigation measures, the proposed use can be implemented without adversely affecting scenic, natural or cultural resources, and adjacent land uses.

f. Through site design and/or mitigation measures, the proposed use can be implemented without affecting treaty rights.

Special Management Area

The Gorge has a rich diversity of recreation resources. Recreation resources include semi-primitive areas with few facilities and developed recreation sites. While the US Army Corps of Engineers manages the water-based recreation behind the two large dams, most of the land-based recreation is administered by the Forest Service and the State Parks Departments in Oregon and Washington. The Forest Service currently provides recreation facilities at 15 sites in the Gorge. The states of Washington and Oregon manage 30 parks, mostly along the water's edge. Seven more parks are handled by county or port agencies. Private facilities have been developed both inside and outside the Urban areas.

The Forest Service and the Washington and Oregon State Parks Departments manage vast areas in the Gorge providing dispersed recreation opportunities. Some of these areas have trails while others do not.

The Act mandated the Forest Service to

> *"...complete an assessment of recreation resources in the SMA's and opportunities for enhancement..." (Section 8).*

The recreation assessment includes the recreation resources management found herein, the Public Recreation land use designation in Part I, Chapter 6, and the Recreation Development Plan in Part III, Chapter 1. Numerous inventories and studies provided the basis for this analysis.

The demand for new recreation facilities is well documented. However, the Act requires development to be consistent with the protection and enhancement of the scenic, cultural, and natural resources. A "suitability analysis" was designed to determine how much recreation development is appropriate and where it should occur. The planning tool developed to answer these questions is the Recreation Intensity Class concept. The premise on which it is based is that different types of recreation facilities are suited to different physical environments.

The mapping of the Recreation Intensity Classes was based on the analysis of recreation and other resources, plus the current uses as reflected in the land use suitability analysis.

The following analysis products provided the primary input for the Recreation Intensity Classes.

1. Recreation Opportunity Spectrum (ROS): to protect areas suitable for semi-primitive recreation.

2. Slope: to limit development to areas of low to moderate slope.

3. Geologic hazards: to minimize risk to people and facilities by avoiding fault areas, landslide areas, etc.

4. Land use suitability and compatibility: to protect natural resources and agricultural areas.

This analysis identified constraints which limit the recreation suitability of certain areas. If the land had no values which would conflict with major recreation development, it was potentially available for a higher intensity level of development.

The end product of the suitability analysis was a map identifying the following four Recreation Intensity Classes:

Class 1: very low development suitability

Class 2: low development suitability

Class 3: suitable for moderate development

Class 4: suitable for a high level of development

This recreation intensity map functions in conjunction with the land use designations. All land use designations of Public Recreation are in Classes 2, 3 or 4. The Recreation Development Plan, described in Part III, Chapter 1, outlines development proposals for public recreation facilities.

The following goals, policies and guidelines provide direction for the recreation resource and recreation intensity classes.

SMA Goal **Recreation Resources**

Protect and enhance recreation resources.

SMA Policies

1. Protect and enhance the Recreation Opportunity Spectrum (ROS) settings.

2. All new developments and land uses shall protect the recreation resources.

3. Recreation resources shall be protected by limiting development and land uses as per the Recreation Intensity Classes.

4. Recreation opportunities shall encourage and facilitate use by all sectors of the public including ethnic groups, persons with disabilities, the elderly, and the young.

5. Commercial recreation shall be natural resource based.

6. Comprehensive recreation resource planning shall be encouraged to foster a unified, regional approach and de-emphasize jurisdictional divisions.

7. Exceptions to the guidelines for all Recreation Intensity Classes may be permitted. Exceptions shall protect the scenic, cultural, natural, and recreational resources, and follow a public review process.

8. When planning new interpretive or education programs and/or facilities, follow recommendations of the "Interpretive Strategy for the Columbia River Gorge National Scenic Area."

SMA Guidelines

1. New developments and land uses shall not displace existing recreation use.

2. Protect recreation resources from adverse effects by evaluating new developments and land uses as proposed in the site plan.

3. New pedestrian or equestrian trails shall not have motorized uses, except for emergency services.

4. Mitigation measures shall be provided to preclude adverse effects on the recreation resources.

5. The Recreation Intensity Class guidelines apply only to the area included in the site plan for the proposed development.

6. New development and reconstruction of scenic routes, Part III, Chapter 1, shall include provisions for bicycle lanes.

7. Only natural resource-based recreation shall be allowed.

8. Proposals for an exemption to the Recreation Intensity Classes for parking and recreation development must follow the following criteria:

   a. Demand and use levels for the proposed activity, particularly in the area where the site is proposed, are high and expected to remain so and/or increase.

   b. The proposed use is dependent on resources present at the site and is compatible with the findings of a Limits of Acceptable Change (LAC) analysis for proposed development or use.

   c. Alternative sites have been evaluated and it has been demonstrated that the use cannot be adequately accommodated elsewhere, including in Urban Areas.

   d. The proposed use is consistent with applicable goals, objectives, policies and guidelines of the Management Plan.

   e. Through a cost benefit analysis it has been shown a high capacity is needed to warrant development and operation of the site.

   f. Must follow a public involvement process.

   g. Approval by the Forest Service.

SMA Recreation Intensity Class Guidelines

- **Intensity Class 1**

Emphasis is to provide opportunities for semi-primitive recreation opportunities.

1. Uses permitted are those in which people participate in outdoor activities to realize experiences such as solitude, tension reduction, and nature appreciation.

2. Maximum site design capacity shall not exceed 35 people at one time on the site. Maximum design capacity for parking areas shall be 10 vehicles, 10 campsites or day use sites.

3. Recreation facilities shall maintain at least 90 percent of the area shown on the site plan in an undeveloped condition without roads, parking areas or buildings.

4. The following uses may be permitted:

   a. Trails and trailheads.

   b. Parking areas.

   c. Dispersed campsites accessible only by a trail.

   d. Roads, viewpoints and overlooks.

   e. Picnic areas.

   f. Boat landings.

   g. Signs.

   h. Interpretive exhibits and displays.

   i. Restrooms.

- **Intensity Class 2**

Emphasis is to provide semi-primitive recreation opportunities.

1. Permitted uses are those that provide settings where people can participate in activities such as physical fitness, outdoor learning, relaxation, and escape from noise and crowds.

2. The maximum site design capacity shall not exceed 70 people at one time on the site. The maximum design

capacity for parking areas shall be 20 vehicles, 20 campsites or day use sites.

3. Recreation developments shall maintain 75 percent of the area shown on the site plan in an undeveloped condition without roads, parking areas or buildings.

4. All uses permitted in Class 1 are permitted in Class 2. The following uses may also be permitted:

   a. Campground with vehicle access, campsite spaced a minimum of 100 feet apart.

   b. Boat docks, limited to stationary piers and floating docks containing a deck area of no greater than 800 square feet.

   c. Boat anchorages designed for no more than 10 boats at one time.

   d. Swimming areas.

- **Intensity Class 3**

Emphasis is on facilities with design themes emphasizing the natural qualities of the area. Developments are complementary to the natural landscape, yet can accommodate moderate numbers of people.

1. Permitted uses are those in which people can participate in activities to realize experiences such as group socialization, nature appreciation, relaxation, cultural learning, and physical activity.

2. Maximum site design capacity shall not exceed 150 people at one time on the site. The maximum design capacity for parking areas shall be 50 vehicles, 50 campsite or day use sites.

3. Recreation facilities shall maintain at least 60 percent of the area shown on the site plan in an undeveloped condition, without roads, parking areas or buildings.

4. All uses permitted in Classes 1 and 2 are permitted in Class 3. The following uses may also be permitted:

a. Campground improvements may include water, power, and sewer, and a density not more than eight units per acre.

b. Boat docks, limited to stationary piers and floating docks not exceeding 1600 square feet.

c. Boat anchorages designed for not more than 15 boats.

d. Public visitor, interpretive, historic, environmental education, and non-profit retreat facilities.

e. Full service restrooms, may include showers.

f. Boat ramps.

g. Riding stables.

- **Intensity Class 4**

Emphasis is for providing roaded natural, rural, and suburban recreation opportunities with a high level of social interaction.

1. Permitted uses are those in which people can participate in activities to realize experiences such as socialization, cultural and natural history appreciation, and physical activity.

2. The maximum design capacity shall not exceed 1000 people at one time on the site. The maximum design capacity for parking areas shall be 200 vehicles, 150 campsites or day use sites.

3. Recreation developments shall maintain at least 50 percent of the area shown on the site plan in an undeveloped condition without roads, parking areas or buildings.

4. All uses permitted in Classes 1, 2, and 3 are permitted in Class 4. The following use, campgrounds with a maximum density of 10 units per acre, may also be permitted.

Part III:

Action Program

Table of Contents

Chapter 1: Recreation Development Plan
GMA . . . . . Page III-1
SMA . . . . . Page III-28
Chapter 2: Economic Development . . . . . Page III-53
Chapter 3: Enhancement Strategies . . . . . Page III-67
Chapter 4: Interpretation and Education . . . . . Page III-77

Chapter 1

Recreation Development Plan

General Management Area

The Recreation Development Plan represents a dynamic program whose purpose is to facilitate implementation of the highest priority proposed public recreation facilities. The Recreation Intensity Class overlay identifies suitable levels of recreation uses for all lands in the General Management Area and accommodates provision of recreation opportunities by both public and private sectors. The Recreation Development Plan, in contrast, is an "action program" for public recreation facilities. It highlights selected sites and proposed projects at those sites which, when implemented, will best achieve the goals and objectives of the Recreation Plan. These proposals are shown on the Recreation Development Plan Map.

The National Scenic Area Act authorizes $10,000,000 to be distributed by the Secretary of Agriculture for the construction of recreation facilities. It is strongly recommended that the sites described herein be given priority consideration for receipt of the public funds authorized in the Act, as well as consideration for funding from other public sources in federal, state or local programs.

In 1990, as part of the planning process leading to the development of this Management Plan, the Gorge Commission conducted detailed "compatibility studies" of several of the sites included in the Recreation Development Plan. These studies evaluated the presence and where possible, the significance and sensitivity of natural, cultural and scenic resources on these sites and the degree of compatibility between planned recreation uses and such resources. Due to limits of time, budgets and personnel, the Commission had to select the most important potential sites for such compatibility studies from among all sites proposed in the Recreation Development Plan (criteria used to select study sites are described in this discussion). It is recommended that similar evaluations be conducted for some sites proposed herein which have not yet been subject to in-depth

compatibility analyses. Such studies should provide base line data on resources at the site and should influence basic design concepts and levels of facility development eventually proposed for construction. These studies should precede final preconstruction engineering feasibility studies. These sites are specifically identified as priorities for further study in this plan.

As a result of the compatibility studies completed to date and other investigations of potential sites, enough information is known about certain sites to recommend proceeding with implementation of proposals. At these sites, some additional study of limited areas for specific issues is recommended, but could occur simultaneously with project implementation. At other sites, however, the preliminary investigations indicate the need for substantial further study of sensitive resources and potential conflicts with recreation uses, prior to project implementation. These sites are also identified as priorities for further study. Recommendations for specific sites in the Recreation Development Plan will identify important next steps to pursue, and reflect the conclusions from the compatibility studies where applicable.

Criteria

A public workshop was held in January, 1990, to develop criteria to select high priority potential public recreation sites for further study. Several criteria were selected, and were the basis for the compatibility study site selections. These criteria were also drawn upon by the Commission planning staff to identify the other proposals contained in the Recreation Development Plan. The criteria thus applied in identifying proposed projects included herein are as follows:

1. Provision of river access.
2. Possibility of multiple recreation uses.
3. Provision of scenic appreciation opportunities.
4. Provision of facilities satisfying public recreation needs.
5. Provision of trailhead and/or trail opportunities.
6. Provision of interpretive opportunities.
7. Provision of scenic, natural and/or cultural resource enhancement opportunities as well as recreation opportunities.

It is further recommended that proposed projects which best meet the following additional criteria be given preferential consideration in the disbursement of the public monies authorized in section 16(d) of the Scenic Area Act.

1. Provision of substantial barrier-free opportunities.
2. Provision of/accommodation for alternative transportation or mass transportation.
3. Favorable investment/user ratio ("biggest bang for the buck").
4. Agency partnerships/leveraged funding from several sources (federal, state and local government, private sector).
5. Strong public support.
6. Enhancement of scenic, natural, and/or cultural resources.

GMA Goal

Identify those highest priority recreation projects which best meet the goals and objectives of the Recreation Plan and facilitate their implementation through the Recreation Development Plan.

GMA Policies

1. Projects identified in the Recreation Development Plan are high priorities for public funding and shall receive preferential consideration for receipt of public monies as authorized in the National Scenic Area Act and other funds, such as federal, state and local agency grants as well as foundation grants and other sources.
2. Disbursement of monies authorized in Section 16(d) of the National Scenic Area Act for General Management Areas shall be limited to projects included in the Recreation Development Plan for the General Management Area. If a need arises to identify additional proposals to be considered for inclusion in the Recreation Development Plan and receipt of such funding, sites included in the *Inventory and Evaluation of Potential Recreation Sites* and the *Inventory and Evaluation of Potential Trails and Travelways* shall receive priority consideration.

3. The Commission shall evaluate proposed recreation facilities at sites in Urban Areas, in consultation with port districts, city and county park agencies, tribal governments and other appropriate groups, and add such sites to the *Inventory and Evaluation of Potential Recreation Sites*. Such sites may be included in future additions to the Recreation Development Plan.

4. All projects identified in the Recreation Development Plan have been determined to be potential high priorities for public recreation use. Those projects prioritized for further study, as specified in the Recreation Development Plan, may be considered eligible for facility implementation funds pending the completion and results of such studies.

5. Public funds for a site included in the Recreation Development Plan shall be made available only to those proposed projects consistent with the specific recommendations and requirements for that site as contained in the Recreation Development Plan.

6. Preferential consideration for public funding shall be given to projects demonstrating the following characteristics:

    a. Provision of substantial barrier-free opportunities;

    b. Provision of/accommodation for alternative or mass transportation;

    c. Favorable investment/user ratio;

    d. Agency partnerships;

    e. Strong public support; and

    f. Enhancement of scenic, natural and/or cultural resources.

7. The Recreation Development Plan is intended to produce tangible results in the near future regarding provisions of new recreation facilities in the National Scenic Area. The Commission shall evaluate the implementation results of the Recreation Development Plan as part of the plan update and review process. The Commission shall consider

appropriate revisions to the Recreation Development Plan at that time, based on such results.

8. The Commission may amend the Recreation Development Plan at any time, drawing upon existing inventories and evaluations for potential General Management Area sites, and from Urban Area sites having received planning and suitability analyses pursuant to the recreation policies of this Management Plan.

9. The Commission may, at any time, add additional potential sites, trails or travelways to the "Inventory and Evaluation of Potential Recreation Sites" or the "Inventory and Evaluation of Potential Trails and Travelways."

GMA Proposals

Steigerwald Northwest Gateway/Cottonwood Beach Trail

Site Description: The site consists of approximately 15 acres of land on the northern edge of Steigerwald Lake National Wildlife Refuge, just south of the Burlington Northern Railroad's crossing under Washington State Route 14. It contains several abandoned, dilapidated barns and accessory buildings from a dairy farm which once occupied the site.

The site received a compatibility study in 1990, the results of which indicate the absence of any significant or sensitive natural, cultural or scenic resources which would substantially constrain recreation facility development.

Development Proposal: It is recommended that a small to moderately-sized facility be established, combining the functions of a refuge office/wildlife and wetlands interpretive and education facility with those of a "gateway" facility. The former should be emphasized, with the development of appropriate interpretive and environmental education programs highlighting the natural resources of the Refuge, as well as wetlands restoration and other ongoing Refuge programs. National Scenic Area visitor information, maps and brochures should be provided, including information encouraging visitation of the Conference Center (Skamania Lodge) in Stevenson and the Interpretive Center (Gorge Discovery Center) in The Dalles.

It is also recommended that a trail be developed from this facility to the Columbia River, utilizing the existing dirt road running directly south from the proposed facility site. At the

Table 3-1: GMA and SMA Recreation Facility Proposals

No. 1 Steigerwald Gateway
No. 2 *Oregon View*
No. 3 *St. Cloud*
No. 4 Franz Lake Viewpoint
No. 5 *Jung*
No. 6 Doetsch Ranch
No. 7 *Doetsch Ranch*
No. 8 *Hamilton Creek Trailhead*
No. 9 High Bridge Park
No.10 *Wind River Trailhead*
No.11 * Wind River
No.12 *Collins Creek/Grant Lake*
No.13 Drano Lake
No.14 Spring Creek Hatchery
No.15 White Salmon River
No.16 *Burdoin Vistas*
No.17 *Summerhill Campground*
No.18 *Labyrinth Complex*
No.19 *Catherine Creek Trailhead*
No.20 Klickitat River
No.21 * Doug's Beach
No.22 * Avery
No.23 * Haystack Butte Trailhead
No.24 Wishram
No.25 * Northeast Gateway
No.26 *Squally Point*
No.27 *Ortley Overlook*
No.28 *Rowena East*
No.29 Mayer Park
No.30 *Mayer Park West*
No.31 * Hudson Hill
No.32 *Memaloose Campground Expansion*
No.33 * Historic Columbia River Highway/ Mosier Tunnels
No.34 Historic Columbia River Highway/ Ruthton Point Overlook
No.35 *Historic Columbia River Highway*
No.36 *Viento Waterfront*
No.37 *Wyeth Waterfront*
No.38 *Wyeth Campground Expansion*
No.39 *Eagle Creek Historic Recreation District*
No.40 Bucher Waterfront (Ainsworth)
No.41 *Horsetail Wetlands*
No.42 *Multnomah Falls*
No.43 *Bridal Veil*
No.44 Corbett Landing
No.45 *Western Gateway*

* Prioritized for further study

Note: SMA Sites in italics

Table 3-2: GMA and SMA Trail Proposals

T1 Cottonwood Beach
T2 *Point Vancouver to Cape Horn*
T3 *Archer Mountain*
T4 *St. Cloud*
T5 *Doetsch Ranch to North Bonneville*
T6 *Table Mountain-Hamilton Creek Loop*
T7 *Greenleaf Loop*
T8 *Wind River-Brush Creek Loop*
T9 *Grant Lake-Dog Mountain Loop*
T10 *Augspurger Mountain*
T11 *Major Creek Canyon Loop*
T12 *C.A. Atwood Cutoff*
T13 *Catherine Creek*
T14 Haystack Butte
T15 The Dalles Riverfront
T16 *The Gorge Discovery Center*
T17 *Rowena Overlook to Tooley Lake*
T18 *Memaloose Overlook to Rowena Dell*
T19 *Viento to Mitchell Point*
T20 *Wyeth to Starvation Creek*
T21 *Herman Creek to Wyeth*
T22 *Eagle Creek to Bridge of the Gods*
T23 *Elowah Falls to Tanner Creek*
T24 *Ainsworth State Park to Dodson*
T25 *Rooster Rock State Park to Dalton Point*
T26 *Chanticleer to Latourell*
T27 *Lewis & Clark State Park to Corbett Station*
T28 *Sandy River Delta*

Note: SMA Trails in italics

Columbia River Gorge National Scenic Area

RECREATION DEVELOPMENT PLAN MAP

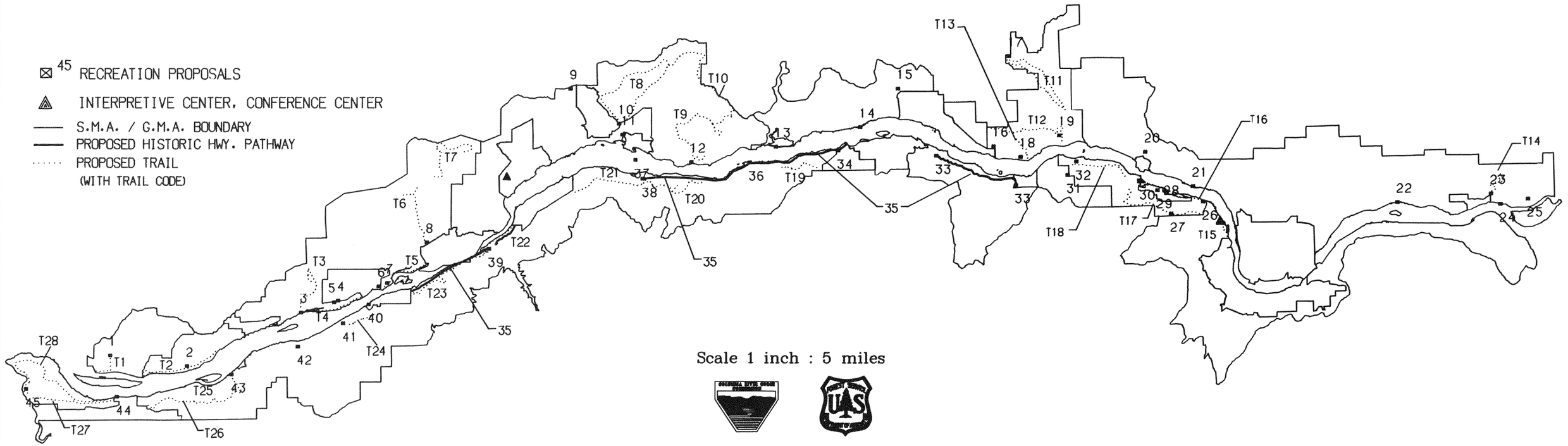
⊠ 45 RECREATION PROPOSALS

▲ INTERPRETIVE CENTER, CONFERENCE CENTER

—— S.M.A. / G.M.A. BOUNDARY

PROPOSED HISTORIC HWY. PATHWAY

PROPOSED TRAIL
(WITH TRAIL CODE)



Scale 1 inch : 5 miles

river, the trail should continue on the top of the dike to the west, connecting to Cottonwood Beach and the recreation opportunities being planned in that area. The U.S. Fish and Wildlife Service should manage the trail to highlight, yet protect the Refuge. Seasonal closures during critical periods may be appropriate.

The U.S. Fish and Wildlife Service should be the primary agency involved in this project. Logical partners could be the Washington Parks and Recreation Commission, the Washington Department of Wildlife, the U.S. Forest Service National Scenic Area Office, the Port of Camas-Washougal, Clark County and local chambers of commerce.

Corbett Landing

Site Description: The site consists primarily of a small boat ramp, pilings and, on a seasonal basis, floating docks, floats and boat houses located at the Corbett exit of Interstate 84. There is an abandoned rock quarry located directly south of the boat ramp area, on the south side of the freeway which is recommended for consideration as a parking area for the site. Both the boat access facility and the quarry are owned by the Oregon Highway Commission. Currently, parking during peak use periods occurs on the shoulder of the ramp itself and the freeway off-ramp at this very crowded site.

Development Proposal: It is recommended that efforts be undertaken to improve the useability, circulation and parking capacity of this small but important boating access site. The western portions of the Gorge have the highest levels of pleasure boating, waterskiing and related recreation uses in the entire Scenic Area. Given the demand and use levels, the presence of sensitive natural resources in undeveloped stretches of shoreline in this area, and the presence of the existing facility and freeway access, renovation and enhancement of the existing facility is strongly recommended.

The flat portions of the old quarry site should be utilized as a parking area to alleviate serious existing safety and circulation problems during the peak season. Several important improvements should be undertaken at the ramp area, including: repaving the ramp, especially at its toe, with consideration for adequate slope, dimensions and material; removal of vegetation currently impinging upon the rampway; addition of a courtesy dock for short-term tie-up;

replacement of some pilings; a breakwater of some sort or other method of wave attenuation for protection from strong east winds; and consideration of providing a larger deck for tour boat landings. In addition, an interpretive display highlighting this sites' long and colorful history should be provided. Such a display should focus on the fish wheel, canning operation and other aspects of commercial fishing activities which have occurred here in the past hundred years, including current activities.

It is recommended that management of the facility be transferred to a public agency with public recreation program objectives and expertise in renovating and managing such facilities, or that the Department of Transportation cooperatively manage the facility with such an agency. The Oregon Department of Parks and Recreation should be consulted regarding such future arrangements, as well as Multnomah County. Exploration of funding sources for such improvements should include consideration of the Oregon Marine Board's ongoing programs, as well as other public sources.

Franz Lake Viewpoint

Site Description: The site is a small area about three acres in size located south of and adjacent to Washington State Route 14, between the highway and the Burlington Northern Railroad, about one mile west of Skamania. It is currently undeveloped, partially wooded, and primarily in the highway or railroad right-of-way. This site is directly north of Franz Lake and offers opportunities for public viewing of wildlife (particularly tundra swans) at the Franz Lake National Wildlife Refuge. The railroad, separating this site from Refuge lands, provides an effective barrier mitigating potential impacts to the wildlife by public access. Public wildlife viewing opportunities are afforded without actually having to introduce people onto Refuge lands.

Development Proposal: A parking area, possibly accommodating 20-25 vehicles, should be developed with an associated viewing area and some limited interpretive signage highlighting the new Refuge's programs and its unique features, particularly the swans and the need to protect them. A turning lane for west bound visitors should be considered, as well as other necessary highway modifications necessary for public safety. This project should be cooperatively imple-

mented by the Washington Department of Transportation and the U.S. Fish and Wildlife Service.

Bucher (Ainsworth) Waterfront

Site Description: The site comprises an area of approximately 35 acres from the freeway and railroad to the south to the Columbia River shore to the north, directly north of the Ainsworth freeway interchange (junction of Interstate 84 and the Historic Columbia River Highway). The site consists mostly of a grassy pasture area, with the western portions and some lands adjacent to the shore covered by a dense riparian forest. The site is relatively flat and offers outstanding views of the river, towering cliffs and rock formations such as St. Peter's Dome to the south, and Beacon Rock and Hamilton Mountain to the northeast. A beach area exists on the shore. It is narrow in places and inundated in high water periods.

A compatibility study was completed for this site in 1990. The study identified uses of the forested portions of the site as sensitive wetlands and recommended no facility development in these areas. The large, open pasture area was determined to not contain any sensitive natural resources which would substantially constrain recreation uses or facilities. An archaeological survey found no cultural resources on the site. However, several previously recorded archaeological sites exist off the shoreline in areas inundated most of the year. Protection of these known archaeological sites must be secured in concert with any public access provisions.

Development Proposal: It is recommended that this site be developed as a day-use recreation site, emphasizing river access (bank fishing and swimming), picnicking, scenic appreciation and interpretation of the rich prehistoric, historic and geologic resources of the area. River access should be limited to a small portion of the shoreline, and a protection/mitigation plan to prevent adverse effects to the archaeological resources off the beach area, prepared by a professional archaeologist, should be developed in concert with engineering feasibility and pre-construction design work.

The site is currently in private ownership. Public acquisition should be pursued. It is recommended that either the U.S. Forest Service, the Oregon Department of Parks and Recrea-

tion, or Multnomah County Parks Department pursue such acquisition. Facility development should be pursued by one of these agencies, or more than one in a coordinated partnership.

Doetsch Ranch

Site Description: The site consists of a large, flat area approximately 160 acres in size, located south of the Burlington Northern Railroad and stretching to the Columbia River shore. The western third of the site is within the General Management Area. This discussion references the entire property, but emphasizes the General Management Area portion. The property consists of those lands between the Skamania Landing subdivision and the Beacon Rock State Park boating facility. It is wholly owned by the Washington Parks and Recreation Commission. Much of the property is open pasture or wetlands, with areas of riparian forest located along the shore in the eastern two-thirds and other portions of the eastern end. The north-central portions are forested, as well. The western portions of the site offer stunning panoramas of the massive walls of the central Gorge on the Oregon side. Excellent views of Beacon Rock are afforded throughout the property. A broad, sandy beach forms most of the shore line for the western third of the property.

Compatibility studies were completed for this site in 1990. Large portions of the western third of the site were identified as wetlands with important wildlife habitat values, as well as some portions in the eastern two-thirds. It is recommended that high-intensity facility development be prohibited in this area, and habitat values protected and enhanced. An archaeological survey identified several cultural resources on this property, the most significant of which is believed to be the site of an Indian village (Wahclallah) visited by Lewis and Clark. While this site covers a small portion of the total property, it is likely a highly significant resource requiring stringent protection could be discovered. The northeast area in the General Management Area portion of the property has been identified as an area lacking any significant or sensitive resources which would constrain recreation facility development.

Development Proposal: The Doetsch property represents perhaps the most outstanding opportunity in the entire National Scenic Area for a new multi-purpose, resource-based

public recreation area providing additional river access in a spectacular setting. A broad range of opportunities exist, particularly in the eastern two-thirds of the property, where natural resource constraints are less than in the western end, and existing state park water-oriented facilities are proximate. It is strongly recommended, however, that a thorough subsurface archaeological investigation be performed for the entire Special Management Area portion of the site. Development of an overnight campground is recommended in this area, pending the results of such an investigation and if applicable, development of appropriate mitigation and protection measures.

The General Management Area portion offers outstanding day use opportunities with an emphasis on preservation of the natural landscape, wildlife values and interpretation of the area's significant cultural resources. Picnicking, walking and bicycling paths, beach access (for swimming and bank fishing) and interpretive facilities should be provided. Facility development (with the emphasis of a few, carefully sited and designed pathways) should be limited to the northeast quarter of the General Management Area section. Interpretive efforts must be carefully coordinated with tribal governments and include stringent protection measures. Some additional archaeological investigations of the Wahclallah village site are necessary, to fully assess its significance and develop appropriate protection measures. As this may be one of only a few remaining sites visited by the Lewis and Clark expedition, it is very significant to the history of the Gorge, serving as a rare link between prehistoric and historic periods. Remains of a historic fish wheel, in relatively good condition, are also found on the property, and should be the subject of interpretation and protection efforts. Enhancement of wetland and wildlife habitat values should be undertaken for the western portions of the site, in concert with facility development elsewhere on the property. These efforts could be interpreted, as well. Seasonal closures of sensitive areas in the park during crucial wildlife periods should be considered, in consultation with state and federal wildlife agencies.

The site should be designed, developed and managed by the Washington Parks and Recreation Commission, as an addition to Beacon Rock State Park. Cooperative development of interpretive facilities with local and state historic societies,

tribal representatives, and state and federal wildlife agencies is recommended.

High Bridge Park

Site Description: This site consists of approximately 10 acres of land in Skamania County ownership located a few miles north of Carson and about one-quarter mile west of the Wind River High Bridge. It is at the bottom of the canyon, adjacent to the west bank of the Wind River and is generally wooded and undeveloped. The site receives moderate levels of use on spring and summer weekends and fishing seasons as a fishing access and general river access site.

Development Proposal: A parking area for up to 50 vehicles should be provided, along with some picnicking and comfort facilities. In addition to picnicking, fishing and swimming activities, the site could serve as a trailhead (pending development of the proposed Wind River trail in the Special Management Area Draft Plan for nearby lands in the Special Management Area) and a takeout point for river runners.

The site should be developed and managed by Skamania County, possibly in partnership with the U.S. Forest Service. This site is included as an implementation priority due to the following factors: the high demand and use levels associated with river access, the existing use of and road access to the site, the County's ownership and absence of inventoried sensitive resources.

Wind River

Site Description: The site, known locally as "the log dump," is an abandoned industrial site located on low-lying river bottomlands on the west bank of the Wind River near its mouth, just north of Washington State Route 14. It is in private ownership. A shallow, protected lagoon area is included in the northeast portion of the site. Much of the site has been disturbed by its prior industrial use, including an old rusting bulkhead forming part of the river shore just south of the lagoon. Some natural riparian wetland vegetation is returning to the site, particularly at the north end.

The site offers excellent opportunities to provide day use river access, particularly as a safe swimming area for

families in the protected lagoon, bank fishing and perhaps access by small boats, as well as picnicking. Opportunities for some overnight camping facilities also exist. Substantial efforts to recontour the shoreline to a more natural state in the bulkhead area and restore some of the original wetlands in concert with public access development would result in enhancement of natural and recreational resources. It is important to note that this site is located in a sensitive wildlife and fishery habitat area. Prior proposals to develop intensive, commercial uses with overnight lodging facilities on the site generated significant concerns from both the Washington Departments of Wildlife and Fisheries. Based on the concerns expressed and the sensitivity of natural resources in the area, development recommendations emphasize provision of day use river access recreation activities, with some overnight camping opportunities.

Development Proposal: It is recommended that a river access park emphasizing day use be developed at the site. Parking for between 50-100 vehicles could be provided, as well as picnic areas, bank fishing areas, a small dock or similar moorage facility for small boat tie-ups, and possibly some overnight camping. Walking paths should be provided, and the development of wetlands interpretive walkways and signage should be explored in concert with wetlands restoration efforts. Seasonal closures during critical wildlife periods should be explored.

It is recommended that wetlands restoration and enhancement efforts be required as a condition of approval for recreation facility development. The site is currently in private ownership. It is recommended that it be acquired by either the Washington Parks and Recreation Commission, Skamania County, the U.S. Forest Service, or another appropriate recreation-providing agency for recreation facility development and management. The Washington Department of Wildlife should be a partner in developing a wetlands restoration/enhancement plan with the applicable agency pursuing recreational development. It is recommended that this site be prioritized for a thorough study of natural values on the site and the development of a wetlands restoration/enhancement plan before actual implementation of facilities and securing of construction funding. Consultation with the Washington Departments of Wildlife and Fisheries, particularly regarding the magnitude, design and management

of overnight camping facilities is essential, to minimize potential effects of such facilities on the area's resources.

Drano Lake

Site Description: This site consists of an approximately one-acre gravel parking area and associated boat ramp on the north side of Washington State Route 14 in Drano Lake. The ramp provides boat access to both Drano Lake and the Columbia River. The site is heavily overused during fishing seasons, as this is one of the most popular salmon and steelhead fishing areas and the existing facility is very limited in space. Overcrowding results in vehicles illegally parked along the highway shoulder and creates a public safety hazard.

The Skamania County Parks Department applied for and received Army Corps of Engineers approval to fill an additional acre of submerged land to expand the existing facility and provide an additional launch lane, a dock and vault toilets.

Development Proposal: Provide additional facility development as specified in the approved Army Corps of Engineers permit for the Skamania County Parks Department. Funding for construction has been secured for the approved expansion. This project is recommended for immediate implementation, due to its approved status and the pressing need to expand this overused facility.

Spring Creek Hatchery

Site Description: The site is located 2 miles west of White Salmon, on the south side of Washington State Route 14. The site encompasses the first quarter mile of the hatchery access road, which turns eastward from the highway intersection and parallels the river. Existing parking for approximately 75 cars is available on the north side of the access road, and approximately 5 acres are available for rigging between the access road and the shoreline, which is generally rocky. An additional 10 acres is available for parking on private property north of Washington State Route 14. Although this private land is now used as part of the public recreation site, providing overflow parking for up to 100 cars,

it is part of the approved "Broughton Landing" destination resort (yet to be developed).

The site is one of the most popular and overcrowded windsurfing sites in the Gorge, considered one of the three best expert sites on the Washington shore. The site also provides river access for anglers. Currently, the site (which is managed by the U.S. Fish and Wildlife Service for hatchery purposes and owned by the Army Corps of Engineers) is suffering from several major operational and management problems. This site was never intended to accommodate the intensive use occurring presently. Hence, adequate provision of parking facilities, restrooms, sanitation and other amenities are completely lacking. A public safety problem exists due to the many people crossing Washington State Route 14 with heavy equipment in high winds. The Fish and Wildlife Service has gone to great lengths to allow the windsurfing use to continue, and has tried to ameliorate some of the above-described problems. This agency, however, has neither the personnel, background, resources or program orientation to manage such as intensive recreation site.

Development Proposal: The two most pressing needs for this site are: 1) the need for it to be operated and managed by a public recreation agency with the resources, skills and program orientation appropriate for resolving its many problems; and 2) the need for a coordinated and cooperative plan, design and management program linking the private lands used in association with this site north of Washington State Route 14 with the public lands south of the highway. It is recommended that the U.S. Forest Service explore taking on the responsibility of being primary managers of this site.

The Forest Service, or other appropriate agency should consider entering into negotiations for such arrangements with the Army Corps of Engineers and the U.S. Fish and Wildlife Service immediately. In addition, it is essential that a management plan addressing potential effects to tribal treaty fishing occurring in the vicinity be developed, including mitigation measures to avoid such effects where applicable. Additional development should focus primarily on improving parking and safety and reducing congestion. Coordinating parking use north of the highway and providing a safe pedestrian crossing (through a pedestrian underpass or other measures) is essential to maintaining current usage levels of the site. Restroom and trash facilities are also

needed. If substantial parking and safe highway crossing can be provided, areas south of the highway could be devoted to spectator viewing areas, picnic facilities and additional rigging areas. This site should be a high priority for public funding, pending resolution of both the site management issue and coordination with the private land north of the highway.

White Salmon River

Site Description: The site consists of an approximately 48-acre parcel of federally-owned land managed by the U.S. Fish and Wildlife Service, located between the east bank of the White Salmon River and Washington State Route 141. It is approximately two miles north of the mouth of the White Salmon River. The property is currently primarily undeveloped, except for some fish rearing ponds and associated facilities in the western, lower potions of the property near the river. This area is accessed via dirt road traversing the property. The site is currently not open to the public. This stretch of the White Salmon River has excellent bank and in-stream fishing potential.

Development Proposal: It is recommended that a small to moderate-sized day use facility be developed by the U.S. Fish and Wildlife Service. This facility should emphasize provision of bank fishing opportunities accessing the White Salmon River, especially oriented towards handicap-accessible opportunities. The Fish and Wildlife Service also has plans to expand the fish rearing ponds and related hatchery functions in the future. This project is recommended as high priority for implementation.

Historic Columbia River Highway/Ruthton Point Overlook

Site Description: The site consists of a short segment of the original Historic Highway located adjacent to and north of Interstate 84, about 3 miles west of Hood River. It includes a section of an original stone retaining wall in good condition and affords dramatic views down the Gorge to the west, as well as views of Underwood Mountain and windsurfing at Swell City and the Spring Creek Hatchery.

Development Proposal: It is recommended that a small parking area be provided, with pedestrian access to the Historic Highway segment and possibly a picnic area in a wind

sheltered area. This site should be developed with emphasis on the Gorge overlook, the original stone work of the Historic Highway and a walking path with scenic views for the length of this segment. Safety concerns have been raised regarding impacts of providing this parking area at the current intersection of Morton Road (access road serving several properties in the area) and the freeway on and off ramps. The Oregon Department of Transportation should explore locating the proposed small parking area to the west of this intersection to address this concern, as the current intersection presents a hazard which could be worsened by a new parking area. This project should be developed as a joint partnership between the Department of Transportation and the Oregon Department of Parks and Recreation. Acquisition of the privately-owned portion of this Historic Highway segment should be pursued by the State of Oregon.

Historic Columbia River Highway/Mosier Tunnels

Site Description: The site consists of an approximately five mile stretch of the Historic Columbia River Highway currently closed to regular vehicular traffic, located between Hood River and Mosier. The Mosier Twin Tunnels, now closed to passage, are a prominent feature of this stretch of the Historic Highway. This segment traverses a highly scenic and botanically unique area representing the transition zone between wet, western Gorge ecosystems and drier plant communities of the eastern Gorge. Many Gorge and river panoramas are featured, as well as views of prominent and dramatic geologic features.

This proposed project also includes two proposed trailheads at either end of this Historic Highway segment. At the west end, an area containing a previous rock quarry on the south side of the road near the current location of the gate is proposed to provide a parking and staging area. At the east end, a small area along the west side of Rock Creek Road, near its junction with the Historic Highway, is proposed for a similar, but smaller parking/staging area.

Development Proposal: The proposed development for this project is divided into three parts: the west parking and staging area, the Historic Highway segment itself, and the east parking and staging area. With respect to the west parking and staging area, a significant recreation facility is proposed. It is recommended that the old quarry area south of the road,

be acquired by the State of Oregon, reclaimed, and developed into an overnight camping area and parking area for pedestrian/bicycling use of the Historic Highway segment. Currently, there is unauthorized camping occurring in this area during the summer. This reflects an unmet need for overnight camping in the Hood River area, largely associated with the area's high level of windsurfing activity in the summer. The Highway itself is being increasingly used by many summer visitors to the area as a bicycle path, along with the year-round use it receives from local residents. These factors, when considered in concert with the anticipated increase in recreation activity associated with this Historic Highway project and the expected enhancements of the old quarry anticipated by the development proposal herein, are the basis for this recommendation. An existing quarry area and adjacent abandoned landfill located just west of the proposed staging area and north of the road is proposed for development of day use facilities associated with this project. This area offers excellent opportunities to provide panoramic Gorge views, windsurfer spectating, botanical and geologic interpretations and picnicking, while reclaiming and enhancing a quarry and abandoned landfill. It is also recommended that public acquisition of these lands be pursued by the State of Oregon.

It is proposed that the Historic Highway remain closed to regular vehicular traffic and be designated as a walking/bicycling path between the west staging area and Mosier. Provision of barrier-free opportunities should be emphasized, as this stretch of highway offers a challenging and interesting paved path several miles long with wheelchair access. It is also recommended that an interpretive trail loop be developed north of the Historic Highway, in an area known as "County Line Park." This area is within the "Columbia Oaks" significant natural area, an area with remnants of original oak savannah and native bunchgrass communities once common to this part of the Gorge. Excellent interpretive opportunities exist here, including these botanical values, dramatic geologic features and the Gorge's climate transition zones.

The Twin Tunnels should be reopened, to provide a continuous pathway from Hood River to Mosier. Some picnic facilities should be provided near the east portal of the Tunnels, in a wind-protected area. The State should prioritize ac-

quisition of the original highway and right-of-way for the Wasco County portion, now in private ownership.

At the east end, a small parking area near the junction of Rock Creek Road and the Historic Highway is proposed. It is anticipated that most uses will access this Historic Highway segment from Hood River and the parking needs on the east end will be much lower. It is also recommended that this area be limited in size to protect some sensitive resources in the area. With respect to such resources, it is recommended that an investigation of traditional tribal use of and archaeological resources in the area known as the "Mosier Pits" be conducted prior to engineering feasibility and site planning efforts for this site. These recommendations should be implemented through joint efforts of the Oregon Departments of Transportation and Parks and Recreation.

Hudson Hill

Site Description: The site consists of approximately 40 acres of privately-owned land about one-quarter mile south of the Historic Highway and about 3 miles east of Mosier. It comprises the lower two-thirds of an open, grassy hillside facing north and west, and affords a stunning panorama of the Gorge. This view sweeps in the climatic and vegetation transition areas of the Gorge, stretching from Underwood Mountain to Seven Mile Hill. In addition to the superb view, some wildflower viewing and picnicking opportunities are present.

This property's eastern boundary is the General Management Area/Special Management Area boundary. The top of Hudson Hill and its easterly flank are owned by the U.S. Forest Service. As specified in the "Development Proposal" described below, it is strongly recommended that these lands be integrated into this proposal. The federal lands include the top of the hill where the best views are afforded.

Development Proposal: It is recommended that the U.S. Forest Service acquire the General Management Area property and develop a small facility providing a walking path with a viewpoint somewhere on the hill. A small picnic area could be provided in a windsheltered portion of the hill. A small parking area accommodating 10-20 cars should be provided. It is recommended that the parking area be provided on the Special Management Area lands, due to the existing heavy

tree cover in that area to adequately screen the parking area. While space for parking is available on the General Management Area lands, this area of hillside is highly exposed and visible from the Historic Highway. Providing the parking area in the Special Management Area would substantially reduce its visual impacts, and could also result in a longer walking path to the viewpoint at the top. An evaluation of the presence of any sensitive cultural or natural resources should precede implementation of this proposal.

Mayer Park

Site Description: The site consists of approximately 30 acres of vacant, flat state park land located in Rowena, between the Union Pacific Railroad and Interstate 84. The site is adjacent to and southwest of another portion of Mayer State Park containing a new windsurfing facility along the river. This windsurfing site (known as the "Rowena Sailpark") is heavily used, and peak season usage often significantly exceeds designed parking capacity. The subject site has no river frontage. It consists primarily of grassy areas, with some scattered shrubs and two groves of trees on its east and west ends.

Compatibility studies were completed for this site in 1990. These studies identified two areas of significant wildlife habitat on the site: one of these is a grove of trees at the west end utilized by eagles for winter perching and another area at the extreme east end containing some riparian habitat. A preliminary archaeologist survey identified some scattered prehistoric and historic artifacts and one area with a concentration of cultural material. Some additional survey work is necessary to assess the full extent of archaeological resources and their significance, prior to development of protection/mitigation measures.

Development Proposal: It is proposed that this site be developed to provide overnight camping, day use parking, picnicking and some limited interpretive facilities. These areas, particularly camping and parking areas, are intended to support the existing river access recreation on adjacent park lands and reduce overuse and potential resource impacts from such overuse. Design and location of such facilities are recommended to be based on the results of the compatibility studies and should focus on areas with the least resource constraints. Development should focus near the property's

edges, retaining the central portion of the site in an open, undeveloped character to preserve views of the river through the site from the Historic Highway and Interstate 84. It is recommended that some additional archaeological surveys be conducted to evaluate the potential significance of cultural resources on the site and develop appropriate measures to protect significant resources through avoidance and/or mitigation measures. These recommendations should be implemented by the Oregon Department of Parks and Recreation.

Klickitat River County Park

Site Description: The site consists of approximately six acres of land owned by Klickitat County and managed as a public park. It is located approximately one mile north of Lyle, between the Klickitat River and Washington State Route 142. This park currently contains minimal facilities and improvements, including primitive campsites, a railroad crossing, a few picnic tables, limited portable sanitary facilities and limited river access for bank fishing. Despite the limited extent of improvements, the site is heavily used during the peak summer season, sometimes beyond its designed capacity.

The park offers camping, day use and river access opportunities in an attractive, natural setting in the canyon of the lower Klickitat River. It includes vegetative communities characteristic of this canyon, including scattered, large ponderosa pines and stands of Oregon white oak.

Development Proposal: This site is prioritized for additional facility development because it offers excellent river access opportunities (bank fishing, swimming, etc.), it is already a public park use which is compatible with adjacent uses, and it is in poor condition and requires substantial improvements and upgrading to better manage the substantial use levels it already accommodates. It is recommended that improved, designated campsites be developed (based on the site's limited size, it is estimated that the park could accommodate perhaps 20 to 25 campsites). Additional picnic tables and a permanent chemical out-house should also be provided. Improved trail access to the river and improvements to the access road and necessary signage are also recommended. Some limited interpretive signage, highlighting the area's interesting botanical communities, the canyon's importance for

wildlife and its long history regarding Indian fishing activities, could be provided as well. It is further recommended that an archaeological survey f the site precede any further development. This proposal is recommended as an implementation priority, to be pursued primarily by Klickitat County in consultation with the Washington Departments of Wildlife and Fisheries and the Yakima Indian Nation.

Doug's Beach

Site Description: The site consists of about 50 acres of low-lying sandy floodplain, rocky outcrops, and wetlands located south of Washington State Route 14 and the Burlington Northern Railroad, stretching to the river. It is approximately 2.5 miles east of Lyle. The central portion of the site is heavily used by windsurfers in the summer, and is considered by many to be *the* premier expert windsurfing site in the Gorge and perhaps the entire west. Existing facilities are minimal, consisting of parking areas along the highway shoulder, a pedestrian railroad crossing, restrooms, some fencing along the railroad and a picnic table near the shore.

Compatibility studies were completed for this site in 1990. The central portion of the site was determined to contain a large wetland area which supports significant wildlife habitat. Future use and development plans for this site must include measures to protect this important natural area and its associated values. An archaeological survey indicated extensive areas of cultural materials covering large portions of the site. Additional investigation is required to assess the full extent and significance of archaeological resources at the site.

Development Proposal: It is recommended that Doug's Beach be prioritized immediately for the completion of archaeological investigations necessary to effectively and accurately assess the extent and significance of archaeological resources of the site. Until such investigations are completed, it will not be possible to develop a meaningful set of measures to avoid and/or mitigate impacts to cultural resources on the site. In addition to archaeological resources, questions of traditional cultural uses of this site need to be addressed, as claims of this site as a significant traditional cultural property have been made by tribal governments.

The need to resolve crucial questions about resource impacts and conflicts on this site from recreational usage immediately cannot be over-emphasized. This is due to the fact that, in addition to the site's potentially significant cultural resources, it is among the most important recreation sites in the entire Scenic Area. The current parking arrangement constitutes a serious potential safety hazard with respect to windsurfers crossing the state highway with heavy, bulky equipment in high winds. It is crucial that efforts to improve this hazardous arrangement be undertaken as soon as possible. In addition, current high levels of use on the site without site management or mitigation measures may damage archaeological resources. Proper protection measures and safe facilities are essential at this site, and must be preceded by thorough cultural resource investigations. These recommendations should be implemented by the Washington Department of Parks and Recreation, in close consultation with the Washington Office of Archaeological and Historic Preservation and applicable tribal governments.

The Dalles Riverfront Trail

Site Description: This trail is a central element of *The Dalles Riverfront Plan* adopted in 1989. The portion of the proposed trail in the National Scenic Area would link The Dalles Urban Area to the Interpretive Center and provide pedestrian access north from the Interpretive Center to Squally Point Beach. It would be routed through the Taylor Lakes area between the Urban Area and Interpretive Center. North of the Interpretive Center, the trail would be rerouted to avoid traversing the dune community designated as a significant natural area by the Oregon Natural Heritage Program. The trail would provide views of the river throughout its Scenic Area segment. It would traverse approximately two miles of General Management Area lands.

Development Proposal: The trail is proposed to be a paved, multi-purpose trail accommodating pedestrian and bicycle use. It is anticipated that trailhead parking for this segment would be available primarily at the Interpretive Center, with some limited parking possibly at Taylor Lakes. It is strongly recommended that trail routing decisions and resource management and protection measures be made in close consultation with the Oregon Department of Fish and Wildlife and the Oregon Natural Heritage Program. Such consultation is crucial to protecting sensitive wildlife and

botanical areas near the proposed trail route, and should occur simultaneously with project implementation. It is also recommended that this proposed development include implementation of any other elements of *The Dalles Riverfront Plan* which are consistent with this Management Plan. These recommendations should be implemented by Wasco County, the Northern Wasco Parks and Recreation District, the Oregon Department of Fish and Wildlife and the U.S. Forest Service as soon as possible.

Avery

Site Description: The site consists of approximately 20 acres of riverfront land in a narrow strip south of the Burlington Northern Railroad about 6 miles east of Dallesport. The site consists of two sections on either side of an existing boat ramp, limited camping, picnic and restroom facilities constructed and operated by the Army Corps of Engineers (also the landowner). The existing boat ramp, associated facilities and adjacent areas have been designated as an Indian in-lieu treaty fishing site. The potential public recreation site consists of only those lands south of the railroad tracks *not* included in the in-lieu site. The western portion of the site receives moderate levels of windsurfing use in the summer and contains no facilities. Some limited fishing occurs at both ends of the site.

Compatibility studies were completed for this site in 1990. Extensive evidence of archaeological resources was encountered in an archaeological survey of the site. Additional archaeological investigations are needed to fully assess the extent and significance of such resources.

Development Proposal: Planning efforts for this site have focused on provision of a public boat launch (to replace the existing boat launch at the designated in-lieu site) and facilities to accommodate existing river access day use activities (windsurfing and fishing). Due to the extent of archaeological evidence encountered, however, it is recommended that this site be prioritized for further archaeological surveys. This is essential to fully assess the extent and significance of archaeological resources and to develop appropriate measures to avoid/mitigate impacts to archaeological resources. It is also recommended that, pending the outcome of complete archaeological investigations, an assessment of potential conflicts between future recreation

uses and Indian treaty fishing activities associated with the adjacent in-lieu site be conducted, as well as a management plan to mitigate any potential conflicts identified. Such actions should be implemented by the Army Corps of Engineers, in consultation with applicable tribal governments.

Wishram

Site Description: The site consists of approximately 80 acres of land about one-half mile east of the Wishram Urban Area. The site includes a relatively narrow strip of riverfront land south of the Burlington Northern Railroad tracks, and a larger area of gently to moderately sloping lands to the north of the railroad tracks. Two ponds located just north of the tracks are also included in the site. The area is largely open grassland, with some riparian vegetation ringing the edges of the ponds. It is currently undeveloped.

Compatibility studies were completed for the site this past year. While no significant wildlife or botanical resources were found, the site is close to Miller Island, an area with very significant and sensitive natural resources. Development of this site must be accompanied by stringent measures to protect Miller Island's natural resources (owned by the U.S. Forest Service). An archaeological survey identified extensive archaeological resources north of the railroad. No such resources were encountered on river shore lands south of the railroad. The site's proximity to Miller Island raises concerns about the impact of public recreation development on the extensive cultural resources on the island. As is the case with natural resources, the cultural resources of Miller Island must be protected through a variety of measures, including restricting or limiting public access, patrols, etc.

Development Proposals: It is recommended that development of day use river access facilities be pursued for lands south of the railroad tracks, including a boat launch, swimming, fishing and windsurfing areas. It is recommended that such efforts be pursued by either Klickitat County or the Washington Department of Parks and Recreation, in close coordination with the U.S. Forest Service. The latter agency is urged to develop a comprehensive protection plan for Miller Island in concert with development of this waterfront park.

It is recommended that development not be pursued on the lands north of the railroad, due to the presence of cultural resources. The pond located north of the railroad, towards the western end of the site and adjacent to the Urban Area (in railroad ownership) offers some significant recreation opportunities for fishing and walking paths. Pursuit of these opportunities should be preceded by further cultural resource analyses and consultation with applicable tribal governments.

Northeast Gateway

Site Description: The site consists of approximately 10 acres of undeveloped, level ground on a high bluff overlooking the eastern Gorge. It is south of and adjacent to Washington State Route 14, about 1.5 miles west of the National Scenic Area's eastern boundary. It is in U.S. Forest Service ownership. The site offers extensive views of the Gorge to the west.

Development Proposal: It is proposed that establishment of a small to moderately-sized facility be pursued. The facility would provide opportunities for picnicking, scenic appreciation and interpretation of the rich Indian prehistoric and historic settlement of the area. It would focus primarily on welcoming and orienting visitors to the National Scenic Area and encourage visitation of the Interpretive Center at The Dalles.

It is recommended that compatibility studies be conducted at this site as soon as possible. This study is an important prerequisite to implementing any development proposals here, particularly due to the generally high frequency of cultural resources in this area. The U.S. Forest Service could be the implementing agency for this proposal, possibly in partnership with the County.

Haystack Butte Trail and Trailhead

Trail Description: This trail would provide approximately 3 miles of new trail, winding up the steep, south-facing slopes of Haystack Butte. It would start at a trailhead located near the junction of State Route 14 and the Wishram Road and climb to the northern boundary of the federally-owned land through which the entire length of trail would

traverse. The trail would climb approximately 2000 feet, and offer outstanding scenic vistas and wildflower displays in the spring.

Development Proposal: It is proposed that a narrow tread (18" or less) trail open to pedestrian use be developed, on lands described above. A small trailhead would be provided, probably along the north shoulder of Washington State Route 14. It is recommended that this proposed trail be subject to a compatibility study prior to pursuing implementation of development proposals. This is very important, particularly in light of the generally high frequency of cultural resources in this area. The U.S. Forest Service would be the likely implementing agency for this proposal, considering the federal ownership of the subject lands.

Special Management Area

The Recreation Development Plan outlines development proposals for public recreation facilities in the National Scenic Area. This dynamic, action program, is part of the recreation assessment and is based on both suitability studies and compatibility analyses. It uses the issues and concerns generated from public workshops, correspondence and surveys, demand analysis for recreation opportunities, and a spatial analysis of mapped data on the existing situation and future conditions.

Section 16(b)(2) of the Scenic Area Act authorizes $10 million for the purpose of construction of recreation facilities identified in the Recreation Assessment. The authority for implementation of the final recreation development plan is clearly stated in Section 7(d) of the Act:

> *"The Secretary of Agriculture is hereby authorized to design, construct, operate and maintain such facilities as are included in the recreation assessment."*

This statement gives the Forest Service the authority to carry out any or all phases of development needed to provide the recreation facilities included in the recreation assessment, in both the Special Management Areas and the General Management Area.

Recreation sites and trails from the General Management Area and Special Management Areas have been combined to form a Recreation Development Plan map for the entire National Scenic Area. The Forest Service will work in partnership with the Columbia River Gorge Commission, state and federal agencies, and county governments in all regulatory and design parameters in developing these recreation sites and trails.

Public comments and agency recommendations strongly influenced the selection of proposed recreation sites and trails which appeared in the Draft Plan. After the analysis of these comments, the National Scenic Area Planning Team developed the following criteria to serve as guidelines in selecting future public recreation sites and trails. Selected sites and trails should:

1. Provide increased access to the Columbia River.
2. Provide multiple-use recreation activities.
3. Provide scenic appreciation opportunities.
4. Satisfy a demand or relative need.
5. Provide trailhead opportunities.
6. Provide interpretive opportunities.
7. Provide environmental, scenic, cultural, or natural enhancement as well as a recreation development.

As the list of potential recreation sites is a dynamic one, it has changed since the Draft SMA Plan due to the many comments received from the public and additional information supplied from resource agencies. Some project intensity levels were revised or sites were dropped altogether to protect resources from being adversely affected, or to protect Indian treaty rights per Section 17(a) of the Act. As more studies are conducted and the list is prioritized, further refinement may be expected.

The Recreation Development Plan includes a map depicting the proposed developments for the entire Scenic Area.

The following goals and policies will guide development of public recreation facilities in the Special Management Areas.

SMA Goal I Provide opportunities for public use and access to the Columbia River.

SMA Policies

1. Provide increased access to the Columbia River.
2. Water oriented day-use recreation access is emphasized along the Columbia River. Additional campgrounds should be located in proximity to these popular day-use attractions.

SMA Goal II Provide a diversity of trail opportunities in the National Scenic Area.

SMA Policies

1. Provide trails linking Urban Areas and recreation opportunities in the National Scenic Area.

2. Support a loop trail through the National Scenic Area.

3. Limit equestrian and mountain bike use to areas where natural resource sensitivities are low.

4. Trail systems and new trails should incorporate existing segments of older, abandoned, or historic trails.

5. Provide for new trails along the Columbia River shoreline.

6. Provide trail linkages between National Scenic Area trails and trails on other public lands outside the National Scenic Area.

7. Provide safe bikeways for recreation use on appropriate public roads.

SMA Goal III Increasing public awareness, understanding, and appreciation of the scenic, natural, cultural, economic, and recreational resources of the National Scenic Area.

SMA Policies

1. Policies for interpretation and education are found in Part III, Chapter 4, Interpretation and Education.

2. Provide new scenic viewpoints that showcase the grand panoramas of the National Scenic Area.

SMA Goal IV Provide for the restoration and connection of the remaining segments of the Historic Columbia River Highway.

SMA Policies

1. Manage the corridor of the Historic Columbia River Highway, in cooperation with the State of Oregon, as an historic visitor attraction.

2. Connect intact and usable highway segments with recreation trails to create a continuous route through the Columbia River Gorge which links local, state and federal recreation and historic sites.

3. Follow the recommendations identified in *A Study of the Historic Columbia River Highway*, 1987, for restoration and connection projects.

SMA Goal V Maximize customer service and cost effectiveness of recreation opportunities, through partnerships involving user groups and recreation providers in the design and construction of recreation facilities.

SMA Policies

1. Partnerships between agencies and/or organizations are the preferred approach for developing recreation facilities.

2. Recreation development shall be coordinated with present and proposed recreation activities of local and state land use or outdoor recreation plans, particularly state Comprehensive Outdoor Recreation Plan.

3. Encourage cooperative planning where proposed in-lieu Indian fishing sites may provide multiple benefits.

SMA Proposals

This section describes recreation development proposals. Prior to site or trail construction design, a detailed site or area feasibility study will be completed to assess specific opportunities and site limitations and constraints. Development with federal funds will require compliance with the National Environmental Policy Act (NEPA). New recreation proposals may be added to this list upon completion of a suitability analysis.

Sites and trail proposals will be selected from this list for funding. This funding will also be utilized for providing interpretive facilities identified in the Interpretive Strategy, National Scenic Area entry signs, and enhancement projects identified in the visual corridor inventory study.

SMA Facility Proposals

No.2 Oregon View

Site Description: The land is currently in private ownership. The site offers an excellent opportunity for picnicking and hiking, with an outstanding view of the Oregon side of the Columbia River Gorge. Visual concerns must be con-

sidered as the site is very visible. The views from Washington State Route 14 and Crown Point are the primary concerns. The Recreation Intensity is Class 2.

Development Proposal: Facilities for picnicking, hiking, scenic appreciation, and interpretation will be developed. The capacity will be 75 people at one time. The site will be managed for full access with low to moderate numbers of users. Some facilities will be designed primarily for user comfort and convenience. Some synthetic but harmonious materials may be incorporated. All facilities must be harmonious or complementary to the site.

No.3 St. Cloud

Site Description: The St. Cloud property is now National Forest land. This riverfront site area is Recreation Intensity Class 2.

Development Proposal: This area would provide a day-use facility. Facilities could include restrooms, parking and trails. Coordination and design to minimize impacts to wildlife is very important.

No.5 Jung

Site Description: This riverfront site is adjacent to the Franz Lake Refuge and includes wooded areas and fields. The lands are in the National Forest land ownership. This area is Recreation Intensity Class 2.

Development Proposal: This area would provide a day-use facility. Facilities could include restrooms, parking and trails. Coordination and design to minimize impacts to wildlife is very important.

No.7 Doetsch Ranch

Site Description: The Doetsch Ranch is owned by Washington State Parks and abuts General Management Area land. Outstanding opportunities exist for riverfront recreation in a natural setting. This area would provide the primary developed recreation opportunity on the Columbia River on the Washington side. Most of the site is Recreation Intensity Class 4.

Cultural resources and wildlife concerns are significant in this area. Some of the site is wetland and is unsuitable for development. Other problems include access across the railroad tracks.

Development Proposal: This proposal involves a large recreation complex providing for 600 to 900 people at one time. Development could provide river access, day use, camping, hiking, interpretation, picnicking, and scenic appreciation. The recreation development level could vary within parts of the site, with an emphasis placed on a high degree of development.

No.8 Hamilton Creek Trailhead

Site Description: The land is currently in private ownership, but is expected to be exchanged under the timberlands exchange program. A trailhead in this area would provide access to the extensive trail system in Beacon Rock State Park, Table Mountain and the Red Bluffs area. Primary concerns are cultural resources, wildlife, and the seasonal flooding of the site. The Recreation Intensity is Class 3.

Development Proposal: Facilities for hiking, picnicking, and scenic appreciation would be developed. The seasonal flooding must be considered in design work. The capacity will be 110 persons at one time. The site has some potential for limited overnight use. The site will be fully accessible. Social encounters will be low. Information facilities will be simple, on-site controls will be limited, and facilities will be rustic. Visual impacts will be subordinate, and site hardening will be limited.

No.10 Wind River Trailhead

Site Description: The area is currently in private ownership. The area is small in size and at risk of seasonal flooding. Cultural resources and wildlife are known concerns. The Recreation Intensity is Class 2.

Development Proposal: Facilities for hiking, picnicking, and scenic appreciation would be developed. The capacity will be 75 persons at one time. The site will be fully accessible. Social encounters will be low. Information facilities will be simple, on-site controls will be limited, and facilities will

be rustic. Visual impacts will be subordinate, and site hardening will be limited.

No.12 Collins Creek-Grant Lake

Site Description: The land on the Columbia River shore is privately owned. Grant Lake is National Forest land. The shoreline area is quite scenic, with expansive views. Grant Lake offers low intensity water recreation experiences. The site area is subject to periodic, small scale earth movements. Cultural resources, wildlife, and fisheries will need to be thoroughly assessed. The Recreation Intensity Class is 3.

Development Proposal: Develop day-use sites, both on the river and on Grant Lake, in a less developed setting. Facilities would be constructed for picnicking, fishing access, and hiking. The site will accommodate 175 people at one time. The site is fully accessible from Washington State Route 14. Social encounters will be moderate, and information facilities will be simple. Facilities will be rustic with some comforts for the user. Site hardening is limited in scale. Controls will be noticeable but will harmonize with the environment.

No.16 Burdoin Vistas

Site Description: The land is currently National Forest land. These are two small sites, connected by a trail, that offer views of the mid-Gorge area, especially of the Hood River urban area and waterfront. The sites have some side slope. There are no known resource concerns. The Recreation Intensity Class is 2.

Development Proposal: Each site will be able to handle 35 people at one time, and be fully accessible. Facilities would be developed for picnicking, scenic appreciation, and interpretation. Social encounters will be low, and information facilities will be simple, and on-site controls limited. Facilities will be rustic and visual impacts will subordinate to the site. Site hardening will be limited in scale.

No.17 Summerhill Campground

Site Description: This land is currently in private ownership. This site lies in a less developed setting away from the

busy corridor of the Columbia River. It is located in a pleasing natural setting among large trees. The Recreation Intensity is Class 3.

Development Proposal: The site would be the primary access point into the Major Creek backcountry area. The campground will be capable of handling 100 people at one time. Facilities would be provided for automobile and tent camping, trailhead parking, picnicking and hiking.

No.18 Labyrinth Complex

Site Description: The land is privately owned or under Washington Department of Transportation ownership. The proposed site is located on Locke Lake, east of Bingen. The site is small is size, with few limitations to development. The old highway, now abandoned, skirts the north side of Locke Lake. The site includes the old highway right-of-way and a strip of land on the north lakeshore. The Recreation Intensity Class is 3.

Development Proposal: The site offers an outstanding opportunity for a barrier free trail and picnic area large enough to handle 90 people at one time. Development would create areas for picnicking, fishing, hiking, a barrier free trail, interpretation, and scenic appreciation. Social encounters will be low to moderate and information facilities will be simple. Rockfall hazard on the old roadbed will have to be considered in the design of the trail. The cost of rehabilitating the roadbed and creating barrier free trail and water access are good cost sharing opportunities. Partnerships could be useful in development of this site.

No.19 Catherine Creek Trailhead

Site Description: The site is National Forest land. The site is adjacent to Washington State Route 14 and would provide hiking access to Catherine Creek area. Concerns include visual impact from Washington State Route 14, cultural resources, botanical resources and fire hazards. The Recreation Intensity Class is 2.

Development Proposal: Facilities would include a parking area, rustic toilets and interpretive signing to inform the public of the areas sensitivity. Capacity would be 50 persons

at one time. Social encounters would be low. Facilities would be rustic and designed primarily for protecting site resources.

No.26 Squally Point

Site Description: This site is in private ownership. This site is located between the Historic Columbia River Highway and I-84 just west of the Interpretive Center. The site is adjacent to Tooley Lake and includes fields that have been used for agricultural uses in the past. Concerns include potential impact to wildlife, cultural resources and wetlands adjacent to Tooley Lake. The Recreation Intensity is Class 2.

Development Proposal: A small day-use facility will be developed for wildlife viewing, picnicking, hiking, and interpretation. Potential for expansion could be considered to adjacent Oregon State Park land if significant environmental concerns, and impacts on Indian fishing can be overcome.

No.27 Ortley Overlook

Site Description: The land was donated to the Forest Service by Wasco County. The existing road right-of-way runs mostly through county lands. This site offers a superb view of Rowena Plateau and of The Dalles. At 2000 foot elevation, there are off-site views of Mount Hood and Mount Adams. There is currently no road access to the site. Wildlife habitat, specifically winter range for deer and elk, is a known concern. The Recreation Intensity is Class 2.

Development Proposal: Facilities would be constructed for scenic appreciation, hiking and interpretation. The area will accommodate 25 people at one time. Development of a multipurpose trail to link this site to Seven Mile Hill Road will be a major project. Social encounters will be low. Information facilities will be simple and on-site controls will be limited. Facilities will be rustic. Visual impacts will be subordinate to the site. Site hardening will be limited.

No.28 Rowena East

Site Description: The land is owned by Oregon State Parks. This site includes a windsurfing facility operated by Oregon State Parks, as well as undeveloped park land south of the railroad tracks in the General Management Area. This

beautiful river access area has full freeway access and is located in an area of excellent west wind windsurfing. Cultural resources and Indian fishing are known major concerns. Wildlife habitat is a concern on the eastern portion of the site. The protection of scenic resources will require careful design of all improvements. The Recreation Intensity is a combination of Classes 2 and 4.

Development Proposal: Enlarge the development to provide additional facilities for windsurfing, picnicking, camping, day use, interpretation, and scenic appreciation. The site would be large enough to accommodate 500 to 750 people at one time. The site would be designed for use by a high number of people. All facilities must be harmonious or complementary to the site. Some facilities will be designed primarily for the comfort and convenience of the users. Some synthetic but harmonious materials may be incorporated. All facilities must be harmonious or complementary to the site.

No.30 Mayer Park West

Site Description: The land is primarily owned by Oregon State Parks with some land in National Forest ownership. Mayer Park is one of the primary riverfront recreation areas in the National Scenic Area. The bay area provides a superior opportunity for small craft boating. The entire bay is protected from the wind and is an excellent opportunity for overnight moorage. Fishing, waterskiing and sailing are all popular activities, and the area is heavily used by area boaters. Specific concerns include siltation in the bay restricting boat use and wildlife habitat. The Recreation Intensity Class is 4.

Development Proposal: Facilities would be constructed to enhance the existing boat launch facilities, swimming, picnicking, interpretation, general day use, and scenic appreciation. The facilities would accommodate 350 to 500 people at one time. The bay requires dredging for better boat access. A causeway will need to be constructed to provide a suitable access road from the Rowena freeway interchange. All facilities must be harmonious or complementary to the site. Some facilities will be designed strictly for the comfort and convenience of the users. The boat moorage and required dredging are eligible for cost sharing with the Oregon Marine Board.

No.32 Memaloose Campground Expansion

Site Description: The land is owned by Oregon State Parks. The site is directly west of the existing Memaloose State Park Campground. The vegetation on the site consists of grass and pine forest. The site is separated from the Columbia River by railroad tracks. There is a known concern for cultural resources in this area. The Recreation Intensity is Class 4.

Development Proposal: This expansion is proposed for approximately 40 new tent camping sites, located around a central parking area. The site will be designed for use by a moderate number of people. All facilities will be in harmony with the site.

No.35 Historic Columbia River Highway

Site Description: The Historic Columbia River Highway, constructed in 1916, originally ran from Portland to The Dalles. While many miles of the original highway are intact and are used and enjoyed by thousands of visitors to the Columbia River Gorge today, other portions have been abandoned or obliterated by the construction of Highway 30 and Interstate 84.

Development Proposal: This proposal would reconstruct and reconnect the abandoned portions of the Historic Highway for recreational purposes, such as driving, bicycling, or hiking. Certain portions could be reopened for foot and bicycle use. The issues and opportunities of this proposal are detailed in *A Study of the Historic Columbia River Highway*, 1987. This proposal includes the reconnection projects from Warrendale to Cascade Locks and Cascade Locks to Hood River.

Most of the Historic Highway falls under the jurisdiction of the Oregon State Highway Division and Oregon State Parks. Several of the abandoned portions are presently in private ownership and would require right-of-way negotiations.

No.36 Viento Waterfront

Site Description: The land is currently in private ownership. The site is located in an area of prime west-wind windsurfing conditions. A full freeway interchange provides

direct access. The site is across the Union Pacific Railroad track from the Viento State Park Campground and picnic area. Cultural resources and Indian fishing rights are a primary concern. Wildlife, fisheries, and botanical resources must also be considered. An in-depth resource survey will be required. The Recreation Intensity is Class 4.

Development Proposal: Facilities would be constructed for day uses including windsurfing, boat launching, parking, and picnicking. The site will be large enough to handle 875 people at one time. The site will be designed for use by a large number of people. All facilities must be harmonious or complementary to the site. Some facilities will be designed for the comfort and convenience of the users. Some synthetic but harmonious materials may be incorporated.

No.37 Wyeth Waterfront

Site Description: This land is privately owned. Located in the center of the Columbia River Gorge, this site is one of the best sites for a major river recreation facility in the National Scenic Area. The site is large and has a long Columbia River frontage. The area is flat and well drained. The Union Pacific Railroad has a main track, a siding track, and a large open storage area located on-site. The Forest Service operates a modern campground and trailhead directly across the freeway from this site. An in-depth, investigation assessing all resources will be necessary. The primary concerns will be cultural resources, wildlife and fisheries. Hazardous material investigation is necessary due to past usage of the site. The Recreation Intensity Class is 4.

Development Proposal: A large day-use facility capable of handling 1000 people at one time is proposed. Facilities would be provided for windsurfing, boat launching, picnicking, and interpretation. The site will be designed for use by a large number of people. All facilities must be harmonious or complementary to the site. Some facilities will be designed strictly for the comfort and convenience of the users. Some synthetic but harmonious materials may be incorporated. All facilities must be harmonious or complementary to the site. The opportunity also exists on this large site for a potential in-lieu Indian fishing site. There would be opportunities for partnerships.

No.38 Wyeth Campground Expansion

Site Description: A portion of the site is currently National Forest land. The remainder is privately owned. There is an existing Forest Service campground and trailhead that is moderately used. There appear to be few physical or environmental limitations on expansion of the site. The Recreation Intensity is Class 4.

Development Proposal: The expansion of this site is linked to the Wyeth Riverfront project. If the riverfront project is developed, there will be an increased need for overnight facilities. There would be a direct vehicular link between the two sites. This site would provide full service camping, including automobile, RV, and tent camping. The campground would handle an additional 350 people at one time. The site will be designed for use by a moderate to large number of people. All facilities must be harmonious or complementary to the site. Some facilities will be designed strictly for the comfort and convenience of the users. New facilities will be complimentary to the existing campground and be harmonious or complementary to the site.

No.39 Eagle Creek Historic Recreation District

Site Description: The land is National Forest land. Eagle Creek is the oldest campground on National Forest land, and is part of a larger Historic District. There is an existing campground, viewpoint, and trailhead. The site area is limited in size by the freeway, fish hatchery, and Eagle Creek. Expanding the recreation opportunities while maintaining the historic integrity is a primary concern. The Recreation Intensity is Class 4.

Development Proposal: Rehabilitate the campground while retaining the historic theme and values. Provide for automobile and tent camping, as well as picnicking, hiking, scenic appreciation, and interpretation. The site is fully accessible from Interstate 84 and will be designed for use by a moderate or large number of people. Facilities will be rustic with some comforts for the user. Information facilities will be simple. On-site controls will be noticeable, but will harmonize with the natural environment. Visual impacts will be subordinate, and site hardening will be limited.

No.41 Horsetail Wetlands

Site Description: This property is National Forest land. The wetland north of Oneonta Gorge represents a unique opportunity for easy day-hiking and nature study. An old-growth marsh forest and wildlife viewing are the prime features for interpretation. Wildlife habitat is a prime concern in any development of this area. The Recreation Intensity is Class 2.

Development Proposal: A boardwalk interpretive trail would be developed, capable of handling 35 people at one time. The boardwalk trail would highlight the flora and fauna of the wetlands environment. The project would provide unique environmental education opportunities for school groups. Social encounters will be low, and information facilities will be simple. On-site regimentation and controls will be limited. Facilities will be rustic. Visual impacts will be subordinate to the site. The boardwalk would be a cost sharing opportunity with conservation groups.

No.42 Multnomah Falls

Site Description: This site is publicly owned and is National Forest land and State of Oregon land. Multnomah Falls is the most popular day use recreation site in the state of Oregon. It is known worldwide for the spectacular beauty of its two falls. The historic lodge, bridge, trail, viewpoint, and interpretive site together comprise a unique recreation experience. The Columbia River Historic Highway is also a part of this experience. The site area is constrained by Interstate 84, the railroad, and the local topography. The Recreation Intensity is Class 4. Key issues to consider in expansion are site capacity, historical integrity, and the quality of the visual environment.

Development Proposal: The proposal is for a redesign and rehabilitation of the Multnomah Falls site. Parking, traffic, visitor circulation, and sanitation will all be elements of this design effort. The site will be designed for use by a large number of people. All facilities must be harmonious and maintain the historic integrity of the site. Some facilities will be designed primarily for the comfort and convenience of the users. Some synthetic but harmonious materials may be incorporated. The trails will be surfaced.

No.43 Bridal Veil

Site Description: The land is privately owned. Historic resource adaptation and fisheries rehabilitation could be themes of the site design. This site offers access to Bridal Veil Falls, a waterfall of outstanding scenic value, as well as access to a proposed scenic trail. Historic resources are a primary resource concern. The Recreation Intensity is Class 4.

Development Proposal: Facilities would be constructed for scenic appreciation, picnicking, interpretation, community activities, fisheries, and riparian rehabilitation. The site would be designed to accommodate a range of 100 to 175 people at one time.

No.45 Western Gateway

Site Description: The site is entirely publicly owned and is National Forest land. The site is the former Reynolds property and includes the Sandy River Delta Trail (No. T28) and the Sandy River recreation corridor. The proposed site includes land both north and south of Interstate 84. Cultural resources, wetlands and wildlife habitat are major concerns. The site includes Recreation Intensity Class 1, 2 and 4 lands.

Development Proposal: The site would serve as the southwest orientation and information gateway to the Columbia River Gorge. Facilities for picnicking, hiking, fishing access, and interpretation would be developed. The approximate design capacity is 350 to 500 persons at one time. The site will be designed for use by a moderate to high number of people. Facilities will be mostly designed for the comfort and convenience of the users. Synthetic materials may be used in construction.

SMA Trail Proposals

No.T2 Point Vancouver to Cape Horn Trail

Trail Description: Some lands are currently National Forest; the remainder will require right-of-way acquisition. This trail would provide a hiking experience close to the metropolitan Vancouver area. The trail would start on the shores of the Columbia River and climb to the cliffs and scenic views of Cape Horn. Scenic resources and localized

botanical resources need to be considered. The Recreation Intensity is primarily Class 1 with some Class 2.

Development Proposal: A multi-purpose trail with many opportunities for scenic appreciation would be constructed. This will include building four miles of new trail, and two pedestrian railroad crossings. The first crossing would be at a proposed small parking area at the mouth of Lawton Creek, and the second upon leaving the Columbia River Shore to the east.

No.T3 Archer Mountain Trail

Trail Description: The land is in private ownership. Grades will be steep in places. The trail would be close to the metropolitan Portland area, and would be a fine day hiking opportunity. Botanical concerns are important in this area. The trail location shall be coordinated to not impact the Columbia Falls Natural Area. The Recreation Intensity is Class 1.

Development Proposal: Four miles of new trail will provide opportunities for hiking and scenic appreciation. A small trailhead facility will be built. Trail construction will be hampered somewhat by steep grades and rock.

No.T4 St. Cloud Trail

Trail Description: The land is National Forest ownership. This trail has outstanding potential to provide scenic and interpretive opportunities on the Columbia River shore. The trail would be nearly level. The trail would be a small loop, primarily shoreline, on the St. Cloud property only and would not include development in the created Franz Lake National Wildlife Refuge. Wildlife and wildlife habitat concerns are paramount in designing and constructing this trail. The Recreation Intensity is primarily Class 1.

Development Proposal: The trail will provide for scenic appreciation, interpretation, and wildlife viewing. Approximately one mile of new trail would be built.

No.T5 Doetsch Ranch to North Bonneville Trail

Trail Description: A portion of the land is currently in Washington State Park ownership. Right-of-way easements on private lands would have to be acquired for the remainder of the trail area. This trail has outstanding potential to provide multiple recreation opportunities linking rural, urban, and roaded natural settings. It would be nearly level and would be suitable for walking, jogging, bicycling, sightseeing, and river access. This trail could be accessible to disabled users throughout its length. It would link the Urban Area of North Bonneville to the proposed major recreation developments at the Doetsch Ranch. Wildlife concerns are very important planning considerations. The Recreation Intensity spans Classes 1 through 4.

Development Proposal: Three miles of new trail will be built. The trail will offer multipurpose opportunities, interpretation, and scenic appreciation.

No.T6 Table Mountain-Hamilton Creek Loop Trail

Trail Description: The land is primarily in private ownership. This trail would create an outstanding day hike to climb Table Mountain, which is quite rugged and steep, and to view dramatic scenery along the way. The trail would link two existing trail systems, the Pacific Crest Trail and the Beacon Rock State Park backcountry trail system. The area has wildlife habitat concerns. The Recreation Intensity is primarily Class 1.

Development Proposal: Seven miles of new trail will be constructed, plus a major trail bridge on Hamilton Creek.

No.T7 Greenleaf Loop Trail

Trail Description: The land is currently in private ownership. This trail would be steep and rugged in many places with outstanding scenic views. The lower stretches of the trail would view the Red Bluffs area, and the summit of Greenleaf Peak provides scenic views in all directions. Both wildlife and plant habitat are known concerns in this area. The Recreation Intensity is primarily Class 1.

Development Proposal: The trail will be multipurpose, and will also provide scenic appreciation, nature study, and

interpretation. Seven miles of new trail and a trail bridge on Greenleaf Creek are proposed. A series of existing jeep trails and abandoned roadbeds can be used, with minimal cost, for the trail.

No.T8 Wind River-Brush Creek Loop Trail

Trail Description: Some right-of-way will need to be acquired on the lower reaches of the Little Wind River. The rest of the proposed trail is primarily National Forest. This trail would provide improved public access to the hot springs on the east bank of the Wind River and would also provide a key connection and loop to the entire trail network in the Wind River/Dog Mountain area. The trail will not be directly accessible by county road. It will have steep portions in the upper reaches of both Brush Creek and the Little Wind River. Wildlife habitat is a concern in this area. The Recreation Intensity is mostly Class 1.

Development Proposal: The trail will provide many opportunities for scenic appreciation. Ten miles of new trail will be constructed.

No.T9 Grant Lake-Dog Mountain Loop Trail

Trail Description: The land is currently National Forest. This trail would create a larger loop trail that goes from the summit of Dog Mountain through the lakes of the Bonneville Slide and down to the proposed river access site at Collins Creek-Grant Lake. Wildlife habitat and geologic instability in the Bonneville Slide are primary concerns in this area. The Recreation Intensity is primarily Class 1.

Development Proposal: The project will construct six miles of new trail for purposes of hiking and scenic appreciation. Some of the area in the Bonneville Slide is unstable and would require a thorough engineering investigation.

No.T10 Augspurger Mountain Trail

Trail Description: The land is currently National Forest. This proposed trail would provide a link to both Dog Creek Falls and a viewpoint on the summit of Augspurger Mountain. The trail will be steep in places. Wildlife is known to be a concern in this area. The Recreation Intensity is Class 1.

Development Proposal: The new trail will provide opportunities for hiking and scenic appreciation. Eight miles of new trail and a stream crossing on Dog Creek will be built. Other construction items will be a scenic viewpoint at the summit of Augspurger Mountain and a small parking facility on the Brush Creek-Mill A Road.

No.T11 Major Creek Canyon Loop Trail

Trail Description: Much of the land is owned by the Washington Department of Natural Resources while part is in private ownership. The trail will be steep and rugged. Major Creek Canyon is the only east side undeveloped canyon of any size in the Scenic Area. The canyon harbors outstanding examples of transitional vegetation and natural beauty. Two waterfalls on Major Creek tributaries offer a fine opportunity for scenic appreciation. Botanical concerns must be considered in this area. The Recreation Intensity is primarily Class 1.

Development Proposal: A total of eight miles of trail will be constructed. The ruggedness of the canyon will necessitate special design considerations. Klickitat County has proposed this trail in its Draft County Trails Plan. With county sponsorship, this trail could be eligible for state assistance.

No.T12 C. A. Atwood Cutoff Trail

Trail Description: Land ownership includes National Forest land, county road right-of-way, and private land. Beautiful vistas and wildflower displays highlight this proposed trail. The trail would follow an existing county road right-of-way which is steep in places. The portion of the trail down to Washington State Route 14 will be steep. Known concerns are botanical habitat, cultural resources, and private property impacts. The Recreation Intensity is primarily Class 1.

Development Proposal: There will be approximately four miles of new trail construction. With Klickitat County sponsorship, this trail could be eligible for state assistance.

No.T13 Catherine Creek Trail

Site Description: The land is currently National Forest land. The trail is located in Catherine Creek, a seasonal stream in the oak-woodland zone. A natural arch in a basaltic cliff, an abandoned corral and line shack, and an impressive spring display of wildflowers are features of this trail. The botanical resources require special assessment and protection in this area. The Recreation Intensity is Class 2.

Development Proposal: The outstanding geology and botanical resources of lower Catherine Creek offer a great opportunity for an interpretive trail. Social encounters will be low to moderate, and information facilities will be simple. Facilities will be designed primarily for site protection. Controls will be noticeable but will harmonize with the environment.

No.T16 The Gorge Discovery Center Trail

Trail Description: This trail is located in both the General Management Area and Special Management Area. The route in the Special Management Area is on Oregon State Parks land. This trail would link the Interpretive Center (The Gorge Discovery Center) with The Dalles Urban Area and Squally Point. It would provide a quality hiking and biking experience along a scenic section of the Columbia River shore. The grade is generally flat, providing easy walking. Wildlife habitat and cultural resources are known concerns in this area. Most of this trail is in the General Management Area. The Recreation Intensity is Class 2.

Development Proposal: The trail will provide for scenic appreciation and interpretation. Approximately one-quarter mile of new trail would be built in the Special Management Area.

No.T17 Rowena Overlook to Tooley Lake Trail

Trail Description: The land is currently in private ownership. This trail would provide expansive views of the eastern Columbia River Gorge, Mt. Adams, and Mt. Hood. Portions of the trail would be steep. Private land concerns are very important in this area. The Recreation Intensity is primarily Class 1.

Development Proposal: Five miles of new trail will be constructed to provide recreation opportunities as well as scenic appreciation. Parking areas will be constructed at Tooley Lake. There is a short segment of existing logging road that can be incorporated into the trail design; routing to minimize impact on Nature Conservancy land would be required.

No.T18 Memaloose Overlook to Rowena Dell Trail

Trail Description: The land is partially in private ownership. This trail would provide a loop from Memaloose overlook at the Historic Columbia River Highway and would traverse the breaks to Rowena Dell and return. This trail would traverse one of the most impressive wildflower areas in the National Scenic Area and provide public access to an outstanding waterfall. Botanical and private property concerns are highlighted in this area. The trail level would be more difficult, with some moderate grades for hiking. The Recreation Intensity is a combination of Classes 1 and 2.

Development Proposal: Three miles of new trail will be constructed to provide for hiking, interpretation, and scenic appreciation. There is limited parking already available at the end of this proposed trail.

No.T19 Viento to Mitchell Point Trail

Trail Description: The land is currently National Forest or Oregon State Parks land. This segment of Trail 400 would link the Hood River Urban Area to a proposed river access site at Viento. The trail will have difficult sections for hiking and mountain biking, with moderate grades. Wildlife habitat is a primary concern in this area. The Recreation Intensity is primarily Class 1. The route would include portions of the Historic Columbia River Highway reconnection project.

Development Proposal: Five miles of new trail will be constructed to provide for multipurpose activities and scenic appreciation. This route will require sophisticated design and construction, including some rock work. Trailheads exist at both Viento and Lausmann State Parks. A scenic viewpoint could be built at the top of Mitchell Point.

No.T20 Wyeth to Starvation Creek Trail

Trail Description: The land is currently National Forest or Oregon State Parks land. This dramatic segment of Trail 400 would ascend to the summit of Shellrock Mountain for an outstanding view of the central Columbia River Gorge. The trail would also provide access to the Old Wagon Road Historical Site at Lindsey Creek State Park for a unique interpretive opportunity. Much of the trail will be difficult hiking, with steep grades. Wildlife habitat is a concern in this area. There are existing trailhead facilities at both ends of the trail. The Recreation Intensity is primarily Class 1.

Development Proposal: The trail will provide opportunities for hiking, scenic appreciation, and interpretation. Six miles of new trail will be built, plus a bridge at Lindsey Creek, a scenic viewpoint on the summit of Shellrock Mountain, and a self discovery interpretive trail at the Old Wagon Road Historical Site.

No.T21 Herman Creek to Wyeth Trail

Trail Description: The land is National Forest. This segment of Trail 400 would link the Cascade Locks Urban Area to a proposed river access site at Wyeth. The trail will be less difficult, with most sections of trail at an intermediate grade. The Recreation Intensity is primarily Class 1.

Development Proposal: Four miles of new trail are proposed.

No.T22 Eagle Creek to Bridge of the Gods Trail

Trail Description: The land is primarily privately owned. A right-of-way would need to be acquired from the railroad. This trail would parallel the Columbia River shoreline linking the Cascade Locks Urban Area to the major recreation opportunities of Eagle Creek and Bonneville Dam. This area of the shoreline is steep and rocky, with little room between the shore and the railroad tracks. There are wildlife concerns in the area near the mouth of Eagle Creek. The Recreation Intensity is Class 2. This route would be coordinated with the proposed Historic Columbia River Highway reconnection project for this area to avoid duplication.

Development Proposal: Approximately 1.5 miles of new trail and a railroad crossing would be constructed to provide experiences of hiking, biking, and scenic appreciation. A dirt road parallels the railroad track for much of the way and could serve as the trail. There is an existing trailhead facility at Eagle Creek.

No.T23 Elowah Falls to Tanner Creek Trail

Trail Description: The land is National Forest or Oregon State Parks land. This proposed trail would link the existing trailheads at Elowah Falls and Tanner Creek. The trail will have sections of more difficult hiking, but most of the trail will be easily traveled by hikers. The Recreation Intensity is primarily Class 1. Coordination with the proposed Historic Columbia River Highway reconnection project would be included to avoid duplication of routes.

Development Proposal: Four miles of new trail are proposed to provide hiking and scenic appreciation. Bridges will need to be constructed at McCord and Moffet Creeks.

No.T24 Ainsworth State Park to Dodson Trail

Trail Description: The land is primarily National Forest and Oregon State Parks land. This segment of Trail 400 would link Ainsworth State Park and a potential trail access point at Ainsworth Interstate 84 interchange. The trail would be less difficult, with gentle grades. There are existing trailheads at Bonneville School and at Elowah Falls. The Recreation Intensity is Classes 1 and 2.

Development Proposal: Two miles of new trail are proposed to provide hiking opportunities.

No.T25 Rooster Rock State Park to Dalton Point Trail

Trail Description: The land is owned by Oregon State Parks or Oregon State Highways Division. This trail lies along the shore of the Columbia River. The potential trail location area is quite narrow in areas. The grade is level, providing easy walking. Some of the trail will be very close to Interstate 84. Wildlife habitat and wetlands are concerns. The Recreation Intensity is Class 1.

Development Proposal: This trail would provide three miles of riverfront hiking opportunities along a scenic section of shoreline of the Columbia River.

No.T26 Chanticleer to Latourell Trail

Trail Description: The land is in private ownership and Oregon State Parks ownership. This trail would provide a fine day-hiking opportunity that would link Crown Point and Shepperd's Dell State Parks. The trail would be a more difficult hike, with some portions of steep grades. There is an existing parking area at Latourell and Chanticleer. The Recreation Intensity is primarily Class 1.

Development Proposal: Six miles of new trail are proposed to provide opportunities for hiking and scenic appreciation. The proposed trail would cross private land in several areas. Since the trail is close to the Portland metropolitan area, it would be a good volunteer construction and maintenance project.

No.T27 Lewis and Clark State Park to Corbett Station Trail

Trail Description: The land is primarily in private ownership. This trail would provide a link to the metropolitan Portland area and the National Scenic Area. The trail would provide both views of the Columbia River and the pastoral landscape of the western gorge. The land ownership is mixed. This trail would form part of a loop trail that links to the Sandy River Delta Trail. The Recreation Intensity is mostly Class 1.

Development Proposal: Four miles of new trail are proposed to provide opportunities for hiking and scenic appreciation. There is an existing trailhead opportunity at Lewis and Clark State Park; a parking area is proposed at the existing borrow pit at Corbett Station in the General Management Area. Some sections of the trail traverse steep bluff lands and will require sophisticated design and construction.

No.T28 Sandy River Delta Trail

Trail Description: This project would be primarily on the Reynolds tract, National Forest land. This trail would pro-

vide an easy hike through a pastoral and riverfront setting with many fine views and opportunities for interpretation. An extension of this riverside trail to Corbett Station would provide a loop opportunity back to Lewis and Clark State Park. Wildlife habitat is a known concern in this area. The Recreation Intensity is primarily Class 1.

Development Proposal: The system would incorporate hiking trails with opportunities for scenic appreciation with interpretation facilities. Four miles of new trail would be constructed.

Chapter 2

Economic Development

Protect and support the economy of the Columbia River Gorge area by encouraging growth to occur in existing urban areas and by allowing future economic development in a manner that is consistent with protection and enhancement of the scenic, cultural, recreational and natural resources of the Columbia River Gorge.

In writing these words -- the second purpose of the Columbia River Gorge National Scenic Area Act -- Congress intended the Act and the Management Plan to affect the Gorge economy positively. Congress invited economic development to the Gorge and provided $10 million in economic development funds to stimulate it.

Congress also understood that growth and economic development would affect the scenic, cultural, recreational and natural resources of the Columbia River Gorge. So, it provided a framework for future growth:

- Focus economic resources and growth in the thirteen urban areas

- Allow economic development outside the thirteen Urban Areas so long as it does not adversely affect scenic, cultural, recreational and natural resources of the Gorge

Focusing economic resources in the urban areas can enhance the vitality of those communities as places to live, work and visit. Sprawling, unfocused growth would draw the life out of Gorge cities and towns and destroy the very qualities that make the Columbia River Gorge a national treasure: its dramatic scenery, its long history of human culture, its tremendous recreation opportunities and its remarkable natural resources.

The standards in the Scenic Area Act reinforce this framework. The federal funds provide the materials to build upon the framework. Together, the Management Plan adopted by the Gorge Commission and the Forest Service and the federal funds will accomplish Congress' purpose.

The Gorge Economy

Congress directed the Gorge Commission to complete an "Economic Opportunity Study:"

> *The Commission shall complete a study to identify opportunities to enhance the economies of communities in the scenic area in a manner consistent with the purposes of this Act.*

Congress did not want the Economic Opportunity Study (EOS) to sit on the shelf. It intended the EOS to be the basis for economic development planning in the Gorge by the States of Washington and Oregon. Finally, Congress wanted the EOS to be the basis for a $10 million program of grants and loans for economic development projects in Gorge communities.

The Commission undertook the Economic Opportunity Study as one of its first tasks. It asked Economic Research Associates to do four things in the study:

- Provide an overview of the Gorge economy
- Assess the strengths and weaknesses of the economy, sector by sector
- Identify the best opportunities to stimulate economic growth
- Develop a strategy to pursue those opportunities

The Commission published the results of the EOS in August, 1988. The EOS describes the Gorge economy as "an economy in transition." It is a traditionally resource-based economy. But, with the rest of the national economy, the Gorge economy is moving toward more activity in the services and retail trade sectors.

The EOS found many strengths and many weaknesses in the Gorge economy. Most of the weaknesses are well known to Gorge residents. Among them are:

- Unavailability of capital
- Image of the Gorge as a day-use, rather than an overnight, destination

- Lack of access to the Columbia River
- Lack of coordinated economic development planning

The EOS emphasized the strengths:

- A population growing faster than other rural areas
- A maturing recreation and tourism industry fueled by the boardsailing boom
- An excellent transportation network, including five ports
- Modernized wood products plants
- A stable agricultural industry

In every sector the EOS found opportunities for growth. It recognized the important role of commercial fishing on the Columbia River in the economies of the four treaty Indian tribes. The EOS highlighted tourism and recreation, retail trade and services, forest products, fisheries and port activities.

The EOS developed a strategy aimed at economic stabilization in the traditional, resource-based industries, diversification and growth by removal of constraints (such as improvements to Washington State Route 14), and stimulation of the opportunity sectors. The EOS called for a revolving loan fund, a research and development and technical assistance program and business incubator program as the principal tools to initiate the strategy.

Washington and Oregon have taken the EOS into their economic development planning over the past two years. Meetings and workshops with community and business leaders up and down the Gorge have refined the EOS, disclosing additional weaknesses, such as diminishing log supply and inadequate infrastructure in some communities, and additional strengths, such as varied recreation opportunities and competitive power rates.

The two states have developed coordinated strategies for the use of the $5 million in federal funds which will come to each state upon approval of the adopted Management Plan by the U.S. Secretary of Agriculture.

The Management Plan: Protecting and Supporting the Gorge Economy

The Management Plan cannot, by itself, accomplish the second purpose of the Scenic Area Act, set forth above. The economic development planning by the States of Washington and Oregon and the supporting federal funds are essential ingredients. But the Management Plan has a major part to lay which cannot be fulfilled by the economic development plans. Here is how the Management Plan will do its part to

> *"protect and support the economy of the Columbia River Gorge area...:"*

- **The Management Plan will work to stabilize the land base that supports agriculture and forestry.**

Agriculture and forestry have been mainstays of the Gorge economy for more than a century. There are approximately 75,000 acres in farms and ranches in the Scenic Area and about 65,000 acres in forest production. Income and employment statistics are not kept for the Scenic Area portion of the six Gorge counties. Nonetheless, farms and ranches in the Scenic Area produce millions of dollars of crops and livestock. There are more than a dozen primary and secondary forest products manufacturers in and near the perimeter of the Gorge with an annual payroll approaching $90 million.

These two industries are affected by national and international factors well beyond the influence of the Act, the Management Plan or regional economic development planning. Nonetheless, the Management Plan can mitigate some of the effects of external factors. Most important, the Management Plan can protect the land base needed by the agriculture and forest industries from the effects of growth, some of which will be induced by the Scenic Area Act itself.

Both agriculture and forestry need blocks of land that can be managed efficiently. Residential and second-home development stimulated by recreation and tourism can erode the land base.

The Management Plan contains "minimum lot sizes" that will prevent the fragmentation of the agriculture and forest land base. The lot sizes are designed to keep the land base in economic units and to avoid speculative pressures which so often put the cost of land beyond the reach of farm, ranch

and forest operators. Yet, existing parcels smaller than the minimum lot sizes offer a variety of opportunities for new entrants into agriculture or forestry.

Forestry and agriculture also need protection for their management practices. People moving form the city to the country are attracted to the forested and pastoral landscapes of the Gorge. They forget, or may not be aware, that industrial forestry and agricultural practices take place on those lands, practices which can disturb new residents. New residents and tourists often bring with them the "necessities" of urban living and themselves unwittingly interfere with agriculture and forestry.

The Management Plan will limit uses which conflict with agricultural and forestry practices. The Management Plan will also use proven techniques to ensure that new uses which could conflict with these practices take place in the least intrusive manner:

- Buffers between new uses and agricultural and forestry operations.

- Construction standards for new residences to reduce the threat of fire.

- Statements recorded by new residents in agricultural and forested areas that they are aware that practices are going on around them.

- Siting standards for new residences to minimize the loss of productive land.

A particular opportunity noted by the EOS is found in the private forest land not owned by the timber industry. Called "nonindustrial private forest lands," these lands can provide a larger share of the supply for the wood products plants inside and outside the Gorge if they receive more intensive management. The Management Plan will ensure that these valuable lands are not converted to residential development. The Management Plan also encourages use of existing state and federal programs to stimulate forest management of nonindustrial private forest land.

- **The Management Plan will enhance the economic viability of Gorge communities**

Congress identified thirteen communities in the National Scenic Area as "Urban Areas." It is within these Urban Areas that Congress wanted to encourage growth. Most of these cities and towns have infrastructure -- sewer and water systems, roads, police and fire protection and other services -- to offer new businesses and residents. Those Urban Areas which do not now offer a full complement of infrastructure would like to provide services to compete for growth and development. Often these communities face a vicious circle: they need improved services to attract new or expanded businesses. But they cannot pay for them because their tax bases are too small to underwrite the costs of new services. It takes new and expanded businesses to expand the tax bases.

The Management Plan will help the urban areas break out of this circle of stagnation. It will guide new businesses into the Urban Areas and several "Rural Centers" by limiting the sprawl of businesses outside these communities. Slowly but surely the empty storefronts of Gorge communities will fill with businesses that might otherwise have gone outside the communities to escape city taxes and to find cheap land. Restaurants and motels, sailboard shops and other new businesses will come to town and share the cost of improved sewer and water services rather than pull police and fire protection out along the travel corridors and diminish Gorge resources with new septic systems and wells.

Federal funds in the Scenic Area Act will reinforce this direction. The States of Washington and Oregon will distribute $10 million of federal money in loans and grants to economic development projects, including needed infrastructure in the urban areas.

The Commission used its siting authority to enhance the economies of the Urban Areas. The Commission chose an urban location -- Stevenson, Washington -- for the location of the new conference center, sited pursuant to direction from Congress. Not only will the project bring hundreds of jobs to the central Gorge area. It will also lead to expansion of the City of Stevenson's infrastructure and provide tax dollars to sustain it.

The Commission deliberately conditioned its choice of site for the conference center upon the provision of private overnight accommodations in order to accomplish two objectives:

- To enhance dramatically the economic effect of the project from a $5 million federal project to a $20 million private-public partnership project.

- To redress the imbalance in overnight accommodations on the Oregon side of the Gorge.

The Commission chose a location near another urban area -- The Dalles, Oregon -- for the new interpretive center, also sited pursuant to direction from Congress. The Crate's Point site is close enough to The Dalles that tourist services and retail businesses in The Dalles will benefit greatly from the hundreds of thousands of visitors expected at the interpretive center annually. New tourist facilities to respond to the demand will locate in The Dalles.

Five Urban Areas have ports: Cascade Locks, Stevenson, Bingen/White Salmon, Hood River and The Dalles. A sixth port -- Camas/Washougal -- has headquarters outside the Scenic Area, but lands within the area. These ports not only build and maintain transportation facilities at the waterfronts of these communities. They also provide public recreation facilities and urban development services vital to the wellbeing of these and surrounding Gorge communities.

- **The Management Plan will encourage appropriate commercial development outside Urban Areas.**

Notwithstanding the emphasis in the Act upon the Urban Areas as the centers of growth, neither the Act nor the Management Plan calls for a halt to economic development outside the Urban Areas. The Management Plan identifies opportunities for rural development that do not adversely affect the scenic, cultural, recreational or natural resources of the Gorge and do not defeat efforts to revitalize the Urban Areas.

The Management Plan identifies two areas -- Corbett and Skamania -- which serve as rural service centers. Congress did not designate them as Urban Areas. Nevertheless, Corbett and Skamania provide services for the rural residential areas which surround them. The Management Plan provides

for new commercial development in these communities to serve surrounding residents and visitors.

The Management Plan identifies five areas along the major travel corridors in the Scenic Area for commercial uses that cater to the traveling public. These areas currently contain commercial uses; these uses can be expanded or changed to other commercial uses.

To add diversity to the base of overnight accommodations in the Scenic Area, the Management Plan allows "Bed and Breakfast" operations throughout the area. Every land use designation except Open Space authorizes these small businesses.

Also outside the Urban Areas are five sites devoted to industrial use. The Act prohibits industrial development. The Management Plan, therefore, does not designate new areas for industrial development; new industry will go to the thirteen Urban Areas. The Management Plan does, however, allow existing industrial uses in rural areas to continue. The Management Plan allows them to expand, as necessary for success, on the dedicated sites. The Management Plan also allows the conversion of these properties to commercial uses in the General Management Area. They are designated for commercial use.

Many Gorge residents operate small businesses in their homes. Public workshops brought forth many stories of small businesses operating out of homes that mature into larger businesses, which then moved into larger spaces in town. The Management Plan encourages these activities -- "home occupations" and "cottage industries" -- by allowing them in residences and accessory structures in all plan designations except Open Space. The Management Plan limits the size and scope of these small businesses so as to protect the character of rural residential areas and to avoid adverse effect on scenic
resources.

The Management Plan recognizes the growing popularity of wineries and fresh produce stands, as direct outlets for area farmers, as visitor attractions and as a convenience to area residents. The Management Plan allows both uses in most land use designations, including agriculture and forest areas.

- **The Management Plan will encourage recreation development**

Among the purposes of the Scenic Area Act is to protect and enhance recreation resources in the Gorge. The EOS identifies recreation and tourism as one of the most important economic development opportunities for Gorge communities.

Often overlooked in assessments of the economic impacts of recreation and tourism area are their indirect effects on the economy. A survey done of the owners of new businesses formed in the booming Bend, Oregon, area indicated that 60 percent of the owners first came to the Bend area as visitors. They opened businesses in the area because they were attracted to the way of life and recreation opportunities. Gorge residents know that the same thing is happening in the Gorge.

The Management Plan encourages both private and public recreation, with three principal tools.

The Management Plan designates five areas in the General Management Area as Commercial Recreation, for uses such as overnight accommodations, restaurants and developed recreation facilities. Two of the sites currently contain commercial recreation development slated for improvement. Another is the site of a proposed windsurfing resort, approved by the Commission in 1989.

These sites were chosen carefully in order to prevent direct competition with the Urban Areas. First, the sites were chosen because of a unique combination of resources not duplicated in the Scenic Area. Second, the Management Plan limits the scale of uses on these sites to prevent them from draining commercial growth from the Urban Areas.

The Management Plan designates 73 areas as Public Recreation, for publicly-owned day use and overnight camping. These areas are generally managed by Washington or Oregon State Parks or the Forest Service and either have developed facilities now or may be able to accommodate developed facilities without adverse effect on scenic, cultural or natural resources.

As a complement to these areas, the Management Plan assigns a "Recreation Intensity Class" to all lands in the Scenic

Area, regardless of land use designation. This is more fully explained in Part II, Chapter 4. This overlay allows new commercial recreation facilities in many areas in addition to those designated Commercial Recreation or Public Recreation.

Congress made $10 million available for development of facilities at recreation sites. Congress also provided $2.8 million to preserve and restore the Historic Columbia River Highway. The Oregon Department of Transportation has identified a series of restoration projects that will enhance the highway as a recreation and tourism asset to Gorge communities. These dollars will bring new economic activity to Gorge communities.

The facilities that will follow these funds and planning decisions will create a demand for additional overnight accommodations, restaurants and other retail facilities and services and help the Gorge attract visitors for longer stays to enjoy:

- Tracing the legendary Lewis and Clark and Oregon Trail routes and eventual settlement of the region.
- Discovering the unusual features and geological events of the Gorge.
- Learning about the lifeways of Native Americans and their use of the Columbia River.
- Viewing the uses of the Columbia River -- the boardsailing, the fishing, the barge activity, log rafts and excursion boats.
- Witnessing nature's changing pageant: the wildflowers in the spring and early summer, the seasons for eagles, elk deer and other wildlife, the fish migration to spawning places, the flyway stops of waterfowl.
- The variety of recreation opportunities.

Economic Development Plans

Based upon the Economic Opportunity Study and other appropriate information, each State, in consultation with the counties and the Commission, shall develop a plan for economic development projects

for which grants under this section may be used in a manner consistent with this Act.

With this direction, Congress gave the lead economic development planning role in the Gorge to the States of Washington and Oregon. The states consult with the counties of the Gorge and the Commission. The Commission has an additional responsibility: to certify that activities undertaken under a grant are consistent with the purposes of the Scenic Area Act, the Management Plan and land use ordinances adopted pursuant to the Act.

Soon after completion of the Economic Opportunity Study (EOS) by the Commission, the States of Washington and Oregon began the task given to them by Congress. Each state established advisory committees to assist in the development of the economic development plans. The states consulted regularly with the counties, the Commission and with each other.

GMA Goals

1. Protect and support the economy of the Columbia River Gorge area by encouraging growth to occur in existing Urban Areas.

2. Protect and support the economy of the Columbia River Gorge area by allowing future economic development in a manner that is consistent with the protection and enhancement of the scenic, cultural, recreational and natural resources of the Columbia River Gorge.

GMA Policies

1. Consult with the States of Washington and Oregon in the development and implementation of their economic development plans.

2. Support the economic development efforts of the States of Oregon and Washington pursuant to the economic development plans established under the Act.

3. Encourage the States of Washington and Oregon to coordinate their economic development planning in order to maximize the benefits of federal dollars to all Gorge communities.

4. Protect and support the agriculture and forest industries in the Columbia River Gorge by preventing fragmenta-

tion of the land base and by minimizing interference with agricultural and forest practices from conflicting uses.

5. Enhance the economic vitality of the Gorge economy by encouraging growth to occur in Urban Areas.

6. Enhance the economic vitality of the Gorge economy by allowing new commercial development outside Urban Areas:

   - In Rural Centers
   - On lands designated Commercial
   - On lands designated Commercial Recreation
   - Home Occupations in all designations except Open Space
   - Cottage Industries in all designations except Open Space
   - Commercial recreation in Recreation Intensity Classes throughout the Scenic Area
   - In conjunction with public recreation on lands designated Public Recreation
   - By allowing conversion of existing sites currently devoted to industrial use
   - Wineries and farm produce stands

7. Support the economy of Gorge communities by encouraging recreation development at appropriate rural locations.

8. Recognize the special role of the five ports in the Scenic Area as providers of river transportation and recreation facilities in Urban Areas, and support their efforts to stimulate urban waterfront economic development by:

   - Assigning priority for revisions to urban area boundaries to those requests involving port properties or projects
   - Relying upon existing state and federal wetlands regulations on the Columbia River and exempting

urban waterfronts from wetland and riparian area guidelines in this Management Plan.

9. Prior to the approval of any grant under the states' plans for economic development projects, the Commission shall certify that all activities undertaken under the grant are consistent with the purposes of the Act, the Management Plan and land use ordinances adopted pursuant to the Act. If such activities would take place wholly within an urban area, the Commission shall, after consultation with the appropriate city or county, certify that the activities are consistent with the Act, the Management Plan and land use ordinances.

10. In consultation with the States of Washington and Oregon and Gorge counties, and only after public hearings, the Commission shall, by rule, establish a process for certification of activities to be undertaken under a grant pursuant to 16 USC 544i that the activities are consistent with the purposes of the Act, the Management Plan and land use ordinances adopted pursuant to the Act.

Chapter 3

Enhancement Strategies

The Scenic Area Act directs the Commission and the Forest Service not only to protect, but also to enhance the scenic, cultural, natural and recreational resources of the Gorge. Enhancement actions can be undertaken by the Forest Service, the Commission, any state or federal agency, a local agency or a private group or individual. Opportunities abound in the Scenic Area to ameliorate the intrinsic values of these resources.

This chapter sets forth objectives and strategies for enhancement efforts. Where the Forest Service is the land manager, enhancement actions will be undertaken on a priority basis, identified in work plans. The Forest Service will also facilitate enhancement efforts by others by providing coordination, sharing expertise and cost-sharing where possible.

The Commission, not a land manager in the Gorge, will emphasize cooperative effort by land managers, landowners and agencies which provide services to landowners and managers to enhance resources on their lands. As budgets allow, the Commission will bring its own resources to the enhancement effort.

Overall GMA and SMA Enhancement Strategies

1. Encourage the establishment of a public or private conservancy to acquire or otherwise protect those lands within the General Management Area of the National Scenic Area for which the Management Plan cannot offer adequate protection without denying a reasonable economic use. Seek funds to enhance the conservancy capability in the Scenic Area.

2. In consultation with state and federal agencies, the counties and the Indian Tribes, develop handbooks for landowners to inform them of opportunities to protect and enhance natural and scenic resources on their lands, including assistance programs offered by state and federal agencies.

3. Establish a Vegetation Advisory Committee to advise the Commission, the Forest Service, the Washington and Oregon Departments of Transportation and county road departments on improvement of vegetation management techniques to protect scenic, cultural and natural resources.

Scenic Resources Enhancement Strategies

GMA/SMA Objectives

1. Screen or improve the appearance of discordant features in the landscape.

   a. The Commission and the Forest Service should, in conjunction with the counties, develop an inventory of discordant features in the Gorge landscape.

   b. Establish a program of incentives to landowners to bring existing structures into compliance with guidelines for scenic resources, prioritizing discordant features in the foreground of Scenic Travel Corridors:

      (1) Rehabilitate roadcuts and other disturbed areas in the landscape;

      (2) Encourage removal of abandoned structures;

      (3) Encourage removal or replacement of signs which do not conform to the sign guidelines for the General Management Area in Part II, Chapter 1 and Part I, Chapter 7 for the Special Management Areas;

      (4) Work with counties to offer technical assistance and design suggestions to private developers.

   c. Establish a program to phase out and develop reclamation plans for those existing quarries and associated work areas which adversely affect scenic resources, as seen from Key Viewing Areas, or cultural or natural resources. Begin the program with an inventory of existing quarries visible from key viewing areas. Phase out and reclamation may require additional quarrying to achieve contours which blend with surrounding landforms.

d. Establish coordinated, cooperative programs with the state Departments of Transportation, the Bonneville Power Administration, utilities and the railroads to reduce the visual effect of existing facilities. The programs should:

(1) Encourage the railroads and utilities to place signal wires and powerlines underground where they are visually dominant and detract from the visual quality of the landscape;

(2) Encourage the use of colors that are visually subordinate on existing equipment;

(3) Encourage improvement of existing rights-of-way by restoring vegetation to its natural appearance;

(4) Encourage the use of integrated practices in managing vegetation in the foreground of Scenic Travel Corridors.

e. In the Special Management Areas:

(1) Revegetate clearcuts and disturbed areas with native vegetation wherever appropriate.

(2) In the Wildlands setting, obliterate and revegetate unused and closed roads and remove non-historic structures or other developed features.

(3) Acquire scenic easements, where necessary, to reduce development pressures and maintain uses which exemplify the landscape setting.

2. Improve the visual and recreational quality of the Scenic Travel Corridors by implementing the recommendations in the Corridors Visual Inventory (April, 1990).

a. Develop a memorandum of understanding with the Oregon and Washington Departments of Transportation to carry out the recommendations in the Corridors Visual Inventory.

b. Encourage the Oregon and Washington Departments of Transportation to take the following measures to improve the visual quality of Scenic Travel Corridors:

(1) Place reflectors on guardrails rather than on freestanding posts;

(2) Remove unnecessary highway signs; consolidate necessary signs wherever possible;

(3) Replace sections of white guardrail where white contrasts noticeably with gray or galvanized sections;

(4) Eliminate unnecessary construction berms;

(5) Close unused road accesses from Scenic Travel Corridors;

(6) Eliminate maintenance stockpile sites that are visible from the Scenic Travel Corridors; and

(7) Create or restore openings in vegetation along Washington State Route 14, Interstate 84 and the Historic Columbia River Highway to provide or improve views of the Columbia River and the walls of the Gorge in a manner that does not adversely affect scenic, cultural, natural or recreational resources of the Scenic Area.

c. Establish a program to reclaim abandoned quarries in the foreground of Scenic Travel Corridors.

d. Encourage communities along Scenic Travel Corridors to enhance the entries to their communities.

e. The Forest Service will provide cost-share funding, including recreation funds, in order to encourage the placement of Scenic Area entry signs consistent with the graphic signing system.

Cultural Resources Enhancement Strategies

GMA/SMA Objectives

1. Increase understanding of and appreciation for cultural resources.

   a. Promote educational and interpretive programs increasing public awareness of cultural resources.

b. Develop cooperative programs with Native Americans to enhance public understanding of their cultural history.

c. Increase public awareness of historic structures and sites, and the National Register of Historic Places.

d. Encourage increased efforts to research and document the cultural history of the area through on-going oral history projects including interviews of "Old Timers" and Native Americans.

2. Promote the protection, restoration, and enhancement of cultural sites.

a. Seek funds for a complete cultural resource inventory of the Scenic Area, in coordination with tribal and local governments and state and federal agencies.

b. Determine an appropriate strategy for protection of sensitive cultural resource sites such as Miller Island.

c. Identify and map traditional plant gathering areas and restore the plant habitat wherever possible.

d. Identify and interpret Oregon Trail locations throughout the Scenic Area.

e. Develop a comprehensive Scenic Area wide strategy integrating all law enforcement efforts for purposes of cultural resources protection.

f. Expand education programs to gain public support for vandalism prevention.

3. Encourage enhancement of historic and landmark structures and cultural landscapes.

a. Promote public awareness of tax and other incentives available for the protection of historic buildings.

b. Promote retention or rehabilitation of historic rock guardrails, and other historical components of the highway rights-of-way wherever practicable.

Natural Resources Enhancement Strategies

GMA/SMA Objectives

1. Enhance soil, water, and air resources to ensure sustainability of natural resources over time.

   a. Facilitate implementation of Soil Conservation Service and Agricultural Extension Services programs to increase soil productivity.

   b. Develop a program to enhance soil water retention and reduce runoff. Give preference to use of native species.

   c. Participate in comprehensive water quality monitoring program in the Columbia River and major tributaries.

   d. Participate and assist with establishment of a comprehensive air quality monitoring program for the Gorge.

   e. The Forest Service will develop an interagency fire management strategy.

   f. During fire management activities, including fire suppression, a resource advisor from the Forest Service shall be consulted in order to avoid adversely affecting scenic, cultural, recreation and natural resources. This person shall have an advisory role.

2. Establish cooperative programs to enhance significant natural resources in the Scenic Area. Programs should emphasize public lands, but encourage participation by owners of private lands.

   a. The Forest Service will establish interagency task forces to prepare site specific management plans for open space areas.

   b. Develop a comprehensive program to inventory existing oak woodlands and propose methods for their protection, including incentives for property owner cooperation and support; acquisition of sensitive stands; and easements to preserve the oaks on large properties.

   c. Work cooperatively with private owners, native plant societies, concerned individuals, and other organiza-

tions to enhance floral habitats. Expand the inventories of wildflower areas throughout the Scenic Area; develop protection guidelines and strategies, such as easements, acquisition, mitigations, etc.; and encourage nurseries to carry native species for landscaping or mitigation proposals.

d. Support the Northwest Power Planning Council efforts to restore anadromous fish runs in the Columbia River. Participate in these efforts by implementing the Forest Service three-region fish policy for coordinated management of anadromous fish resources.

e. Work cooperatively with the state wildlife agencies and private owners to enhance conservation of winter range and to identify and develop strategies (including tax incentives) for non-game wildlife habitat conservation and enhancement.

f. Continue and expand programs to enhance waterfowl habitat and shallow water fish habitat.

g. The Forest Service will evaluate identified natural areas for Research Natural Area (RNA) designations. Where determined to be appropriate, prepare reports and recommendations for designation as RNA.

h. In cooperation with state and federal agencies, design and implement a restoration and enhancement program for wetlands and riparian areas to include revegetation and stream channel improvements for wildlife and fish habitats.

3. Develop educational and technical assistance programs to expand public awareness and understanding of ecological principles and ecosystem management.

   a. Develop public educational opportunities that will foster better appreciation and understanding of the natural resources and land stewardship. These opportunities should be closely linked to the interpretive program.

   b. Develop an interagency education program to foster protection of wetlands and riparian areas from cattle grazing.

c. In cooperation with the appropriate state and federal agencies (e.g., State Extension Service) develop supporting documentation, and provide technical assistance for landowners exploring alternatives to chemical use for vegetation management.

Forest Land Enhancement Strategies

SMA/GMA Objective

Enhance the ability of forest land to insure continued productivity and economic benefits over time.

1. Encourage consolidation of small, inefficient tracts of forest land into more efficient ownerships.

2. Encourage Washington and Oregon to consider grants to secondary processors of forest products under Section 11 of the Scenic Area Act and other economic development programs.

3. The Forest Service will:

   a. Develop cooperative programs with state agencies, educational groups, and concerned individuals encouraging the concepts of "New Perspectives in Forestry" which integrate the protection of soil, forest ecosystems, long-term productivity, and natural resources.

   b. Initiate forest management projects to demonstrate good stewardship and long-term sustainable forest management.

   c. Provide technical assistance to forest managers for design of forest management activities to ensure sustained productivity.

   d. Increase public awareness of existing programs such as the forestry incentive program and easements to ensure sustained productivity.

   e. Develop incentive programs to encourage long-term stewardship for small woodlot management.

f. Assist with marketing and research efforts to enhance the economic viability of secondary manufacturing for wood products, increased utilization, and other miscellaneous forest products.

Agricultural Land Enhancement Strategies

GMA/SMA Objective

Enhance the sustainability of agricultural land to ensure continued economic benefits.

1. Encourage consolidation of small, inefficient parcels of agricultural land into larger, more efficient tracts.

2. Support and promote the Oregon and Washington farm value assessment programs that provide tax incentives for continued use of agricultural land.

3. Develop new strategies to provide incentives for soil and water conservation and for sustained agricultural productivity.

4. Promote public education programs that foster greater understanding of agricultural practices, agricultural ecosystems, and good stewardship of the land.

5. Encourage cooperative education programs with state and federal agencies, the Soil Conservation Service, to explore the integration of wildlife needs with agricultural practices. Such practices could include: retention of hedge rows; construction of windrows; management of small commercial woodlands; restoration of native grasses along fields; restoration of wetlands and integrated pest management.

6. Encourage the protection of non-commercial woodlands, such as oak stands, for ground water replenishment, soil retention, and wildlife habitat needs.

Recreation Resources Enhancement Strategies

GMA/SMA Objective

Enhance the recreational experience in the Scenic Area.

1. Encourage the creation or restoration of openings in vegetation along Washington State Route 14, Interstate 84 and the Historic Columbia River Highway to provide or improve views of the Columbia River and the walls of the Gorge.

2. Promote programs that increase awareness and appreciation of the great diversity of natural, cultural, scenic and recreational resources of the Scenic Area.

3. Encourage provision of alternative modes of transportation, including bus, shuttles, rail and boat, to recreation destinations in order to reduce resource impacts and to facilitate visitation by all segments of the public.

4. Encourage provision of transportation modes which are recreational in nature.

5. Improve linkages between different modes of transportation at major recreation sites in the Scenic Area.

6. Encourage comprehensive recreation planning which fosters a unified, regional approach.

Chapter 4

Interpretation and Education

Many opportunities exist in the Scenic Area for interpretation of the spectacular resources of the Gorge. A glimpse of Native American prehistory, the story of the Oregon Trail, a fragile ecosystem, the rare beauty of cascading waterfalls, panoramic vistas, and majestic geologic formations attract millions of visitors every year. The Gorge provides a rich variety of recreation experiences for people of all backgrounds and abilities.

Interpretive opportunities are an important component of recreational experiences. People enjoy learning about the unique features of the Gorge, and expect high quality interpretive opportunities as part of their experience whether driving for pleasure or participating in more active pursuits. Many times the primary reason for visiting a site is for learning. Visiting historic sites is the second most important reason people come to the Scenic Area. Visitors leave with increased knowledge of their heritage and the treasures of their nation.

Resource managers also benefit from interpretive efforts. Awareness of a resource leads to understanding, from which follows appreciation. People who appreciate a resource are more likely to protect it, enhance it, and make informed decisions about it.

The children and educators of the Scenic Area and the nearby metropolitan population have an outstanding field study area close to home. Environmental education programs based on Gorge resources should be designed to accomplish goals of several curriculums while teaching important ecological and historical concepts.

GMA/SMA Goal

Protect and enhance the human and natural resources of the National Scenic Area by increasing public awareness, understanding and appreciation of them.

GMA/SMA Policies

1. Provide interpretive and educational facilities and activities that increase awareness, understanding, and ap-

preciation of the diversity of Scenic Area resources and their inter-relationships.

2. Provide interpretive and educational facilities and activities that increase awareness and understanding of how Gorge resources have affected human activity, and how human activity has affected and continues to affect all the resources of the Gorge.

3. Provide interpretive and educational opportunities that attract visitors to the Gorge, meet their needs, enhance their experience, and increase their knowledge.

4. Provide a full spectrum of barrier free (physical, linguistic, cultural, sensory) interpretive and educational opportunities.

5. Implementation of interpretive and educational facilities and activities in the Scenic Area shall follow the recommendations of the Columbia River Gorge National Scenic Area Interpretive Strategy.

6. The Gorge Discovery Center interpretive facility at Crate's Point shall be the focus and nucleus of interpretive planning and activities in the Scenic Area. Interpretive staff shall coordinate with other agencies and partners.

7. The interpretive program at the Skamania Lodge conference center should function as an extension of The Gorge Discovery Center, providing both orientation information and interpretive services.

8. An Environmental Education program based on the resources of the Gorge shall be established for elementary through secondary students, and adult groups.

9. Four Gateway Centers, a series of Information Stations, and Scenic Area entry signs, should be established to provide Gorge-wide visitor orientation information and interpretation based on the immediate environment.

10. All interpretive and educational facilities, activities, and media shall be designed to comply with all the guidelines and policies of the Management Plan.

11. Measures to protect sensitive cultural and natural resources shall be required as part of any interpretive or educational effort. Tribal consultation shall be required for any efforts involving interpretation of Native American prehistory, history, or culture.

12. Interpretive and educational facilities shall be funded through recreation appropriations and partnerships.

Interpretive Strategy

The Interpretive Strategy is intended to provide a broad framework for partners to work together to develop an integrated network of interpretive opportunities throughout the Scenic Area. A broad spectrum of agencies, interest groups, and individuals participated in completing resource inventories and developing interpretive recommendations for this plan.

The Strategy begins by outlining the goals of interpretation, which were taken from the two purposes of the Scenic Area Act. Secondary goals were identified to guide achievement of overall goals and provide specific direction for developing interpretive activities.

The Strategy's analysis of factors such as audience, program requirements, and interpretive opportunities defined options available for planning interpretive programs. The needs, expectations, and limitations of out-of-area visitors, residents, and educational groups were examined to custom design interpretive activities. Factors such as coordination with a variety of agencies and interests, weather, current traffic patterns and transportation systems, and the guidelines and policies of the Management Plan were all considered as circumstances affecting interpretation.

The Strategy defines general guidelines for developing interpretive opportunities including emphasizing the importance of maintaining the visual quality of a scenic experience; matching interpretive media and techniques to the landscape setting; presenting interpretive messages in a manner that will appeal to a wide variety of learning styles and educational/cultural backgrounds; and a commitment to thematic interpretation. Themes were identified to organize and connect all the bits of information about the Gorge into a series of related experiences for visitors.

The site descriptions in the Strategy outline the significance of selected interpretive sites and describe the facilities currently at the site. Site selection was coordinated with recreation development outlined for the Special Management Areas and the General Management Area. Recommendations for selected sites include interpretive objectives, suggested themes, key interpretive messages, media ideas, possible partnerships, and special considerations unique to the site.

The Strategy also contains a chapter concerning Environmental Education, which outlines a program to provide curriculum and materials for in-depth classroom and field study of Gorge natural and cultural resources by students of all ages. Another section outlines special projects such as short range radio, a variety of publications, living history, and self-guided experiences to supplement on-site interpretation. A final chapter, completed after recreation development priorities are established, will outline priorities to guide interpretive development.

Part IV:

Administration

Table of Contents

Chapter 1: Commission Role . . . . . Page IV-1
Chapter 2: Forest Service Role . . . . . Page IV-9
Chapter 3: Indian Tribal Treaty Rights and Consultation . . . . . Page IV-25
Chapter 4: Public Involvement
GMA . . . . . Page IV-29
SMA . . . . . Page IV-32

Chapter 1

Commission Role

Congress assigned to the Commission a number of duties to implement the Scenic Area Act. They include such things as ensuring compliance with the Management Plan, revising the Management Plan when needed, changing urban area boundaries and hearing appeals of county decisions. The policies in this chapter set forth the manner in which these duties will be discharged.

Amendment of the Management Plan

Congress gave the Commission the authority to amend the Management Plan, after adoption, if it determines that conditions within the Scenic Area have changed significantly.

Policies

1. The Commission may amend the Management Plan, upon application by any person or upon its own motion, if it determines that conditions within the Scenic Area have changed significantly since adoption of the Management Plan. Plan amendments must be consistent with the Scenic Area Act and other provisions of the plan.

2. The Commission shall consider a proposal to amend the Management Plan at a hearing held for that purpose only after consultation with the Forest Service, the Indian tribes and the appropriate county or counties.

3. The Commission shall schedule meetings to consider amendments to the Management Plan at six month intervals following its consideration of the first proposal to amend the Management Plan.

4. The Commission shall submit amendments of the Management Plan to the Secretary of Agriculture in accordance with section 6h of the Scenic Area Act.

Periodic Review of the Management Plan

Congress directed the Commission to review the Management Plan periodically to determine whether it should be

revised. Congress said the review should occur at least every ten years, but not more often than every five years.

Policies

1. The Commission shall review the Management Plan within five years after adoption to determine whether it should be revised.

2. As part of its periodic review, the Commission shall consult with the Forest Service, the Indian tribes and the counties during the review to solicit their views on whether the Management Plan should be revised and how it should be revised.

3. As part of its periodic review, the Commission shall hold one or more public hearings to solicit the views of the public as to whether and how the Management Plan should be revised.

4. If the Commission revises the Management Plan during its periodic review, it shall submit the revised Management Plan to the Secretary of Agriculture in accordance with section 6g of the Scenic Area Act.

Monitoring Implementation of the Management Plan

Once the Commission has adopted the Management Plan and the counties have put ordinances in place to give it effect, Congress and the people of the Gorge and the Nation are entitled to know whether the Management Plan is working. The Commission shares responsibility with the Forest Service to monitor and evaluate the implementation of the Management Plan.

Congress expressly directed the Commission to monitor implementation of the Management Plan by the counties:

> *The Commission shall monitor activities of counties pursuant to this Act and shall take such actions as it determines are necessary to ensure compliance.*

It is not just the counties, however, who have implementation duties under the Scenic Area Act and the Management Plan. The Forest Service, other federal agencies, state agencies, local governments and the Commission itself all have responsibilities after Management Plan adoption. Activities

by counties and these agencies will, to a large extent, determine the success or failure of the Scenic Area Act.

The Commission, in cooperation with the Forest Service, the counties, the Indian tribes, local governments and state and federal agencies, must establish and carry out a program of monitoring and evaluation of the implementation of the Management Plan.

Policies

1. The Commission shall work with the Forest Service, the counties, the Indian tribes, local governments and state and federal agencies to establish a program for monitoring and evaluating the implementation of the Management Plan and the Scenic Area Act.

2. The Commission shall design its monitoring and evaluation program to accomplish the following purposes:

   a. To determine whether the Management Plan is protecting the scenic, cultural, natural and recreational resources of the National Scenic Area;

   b. To determine whether the Management Plan supports and protects the economy of the Columbia River Gorge area;

   c. To determine whether the counties are properly implementing the Management Plan;

   d. To evaluate the Management Plan for possible revisions at the time of periodic review of the Management Plan as required by the Scenic Area Act;

   e. To determine whether the enhancement measures and programs called for in the Management Plan have in fact enhanced the scenic, cultural, natural and recreational resources of the Scenic Area; and

   f. To ensure compliance with orders issued by the Commission in development reviews and enforcement proceedings.

3. As part of its monitoring and evaluation program, the Commission shall periodically evaluate county development review decisions. In consultation with the counties, the Commission shall develop a method to record and

evaluate the decisions. The Commission shall first discuss the results of its evaluation with each county planning department and then present the results to county elected officials.

4. Within one year following adoption of the Management Plan, and each year thereafter, the Commission shall publish the results of this monitoring and evaluation program as part of its Annual Report to the States of Washington and Oregon. The report shall be available for general distribution.

5. In cooperation with the Forest Service, the Commission shall keep current and work to improve the base of data in the inventories which form the basis of the Management Plan.

Civil Penalties

Congress authorized the Commission to assess a civil penalty in order to prevent violations of the Management Plan, a county ordinance or any Commission order or implementation measure. The penalty may not exceed $10,000 per violation.

Policies

1. The Commission may assess a civil penalty against any person or entity who willfully violates the Management Plan, a county ordinance or any Commission order or implementation measure adopted pursuant to the Scenic Area Act. The penalty may not exceed $10,000 per violation.

2. The Commission may not assess a civil penalty until it has given the person or entity against whom it would be assessed notice and an opportunity to be heard.

3. The Commission shall consider the assessment of a civil penalty at an adjudicative hearing held for that purpose.

4. The Commission may compromise, modify or remit, with or without conditions, any civil penalty assessed, taking into consideration the nature and seriousness of the violation and the efforts of the violator to remedy the violation in a timely manner.

5. The Commission shall adopt rules to implement the Act and these policies after consultation with the Secretary, the counties and the Indian tribes and only after public hearings.

Appeals to the Commission

Congress authorized people to appeal county decisions relating to the implementation of the Scenic Area Act to the Commission:

> *"Any person or entity adversely affected by a final action or order of a county that relates to the implementation of this Act may appeal such action or order to the Commission by filing with the Commission within thirty days of such action or order, a written petition requesting that such action or order be modified, terminated or set aside."*

Policies

1. The Commission shall consider an appeal at a hearing held for that purpose, only after notice to the petitioner, the affected county and others eligible to become parties to the proceeding. The Commission's hearing shall be based upon the record before the county so long as the county has based its decision upon a record made at an adjudicative hearing open to participation by persons adversely affected or aggrieved.

2. The Commission shall adopt rules to implement the appeals provisions in the Act after consultation with the Secretary, the counties, and the Indian tribes and only after public hearing.

Revision of Urban Area Boundaries

Congress designated 13 cities and towns as "Urban Areas": Cascade Locks, Hood River, Mosier and The Dalles, Oregon, and Bingen, Carson, Dallesport, Home Valley, Lyle, North Bonneville, Stevenson, White Salmon and Wishram, Washington. Urban Areas are exempt from regulation under the Management Plan. Congress established the boundaries of the Urban Areas when it enacted the Scenic Area Act. However, it authorized the Commission to make minor revisions in Urban Area boundaries. Congress also set forth in the Act a process and criteria for use by the Commission in carrying out the revision process. The following policies govern the revision of Urban Area boundaries.

Policies

1. The Commission may make minor revisions to the boundaries of Urban Areas upon a majority vote of two-thirds of the members of the Commission, including majority of the members from each state.

2. A county may apply to the Commission to make a minor revision in the boundary of an Urban Area boundary within the county's jurisdiction.

3. Prior to making revision to an Urban Area boundary, the Commission shall consult with the Secretary of Agriculture prior to any hearing on the revision.

4. The Commission shall consider an application for a minor revision to an Urban Area boundary at an adjudicative hearing held for that purpose. The Commission shall adopt procedures for urban boundary revision hearings.

5. As soon as possible after adoption of the Management Plan, the Commission shall consider applications to amend Urban Area boundaries in the following order of priority:

   a. Applications involving lands within city limits that lie outside Urban Area boundaries;

   b. Applications involving port properties and existing industrial properties within Urban Areas along the shorelines of the Columbia River;

   c. Applications involving lands within urban growth boundaries, approved by an Oregon or Washington growth management agency, but outside Urban Area boundaries;

   d. Applications involving existing waterfront industrial uses adjacent to Urban Areas;

   e. Other applications in the order received since June 12, 1987.

Guidelines

1. The Commission may revise the boundaries of an Urban Area only if it finds that:

a. A demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the Management Plan;

b. Revision of Urban Area boundaries would be consistent with the standards established in section 6 and the purposes of the Act;

c. Revision of Urban Area boundaries would result in maximum efficiency of land uses within and on the fringe of existing Urban Areas; and

d. Revision of Urban Area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces.

County Ordinances

Policies

1. Counties may adopt ordinances with provisions that vary from the policies and guidelines in the Management Plan so long as the ordinances provide greater protection for the scenic, cultural, natural and recreational resources of the Scenic Area. Notwithstanding the designation policies in Part I of the Management Plan, the Commission shall, upon request from a local government, apply a more restrictive designation.

2. The Commission shall encourage the States of Washington and Oregon to make funds available to the counties to assist in the implementation of the Act and the Management Plan.

3. The Commission shall seek funds and an interagency agreement with the Forest Service to provide the services of resource professionals, such as biologists and archaeologists, to assist local governments and landowners to carry out the policies and guidelines in the Management Plan.

Chapter 2

Forest Service Role

Implementation of the Scenic Area Management Plan charters a federal presence with an expanded focus beyond traditional Forest Service roles. In addition to administration of the National Forest System (NFS) lands in the National Scenic Area, the Forest Service will be actively involved as a partner and provider of technical support for state and local governments on non-federal lands.

The Forest Service has acquired, through purchase, exchange, or donation, approximately 12,000 acres of new federal land in the National Scenic Area added to the existing national forests. In addition, approximately 50,000 acres of the Gifford Pinchot National Forest and the Mt. Hood National Forest are inside the boundary of the Scenic Area. Additional federal lands will be added as the land acquisition program continues. Management and protection of these federal lands will be carried out by the National Scenic Area Forest Service administrative unit.

Management responsibilities on NFS lands will include administration of recreation facilities, design of resource protection, management, and enhancement strategies on federal lands, and providing public information and services to visitors, users, and other interested parties.

The Forest Service intends to implement strategies such as "New Perspectives in Forestry" to design and conduct resource management. Additional opportunities, such as providing leadership in cultural resources, anadromous fisheries, oak woodland and wetlands management, will be incorporated into on-going administration of the NFS lands in the Scenic Area.

The Forest Service National Scenic Area unit will continue to administer the White Salmon and Klickitat Wild and Scenic Rivers as designated in the Scenic Area Act and guided by the management plans prepared for these areas.

Monitoring and technical assistance responsibilities will continue after adoption of the Management Plan, and the Forest

Service will maintain an active and visible role with the Commission, the six counties, and others involved in those activities. Forest Service plans call for staffing to provide assistance in specialized areas including biology, forestry, botany, and landscape architecture.

Revisions and amendments to the National Scenic Area Management Plan will require review and involvement of the Forest Service. The need for revisions should be tied closely to monitoring conclusions.

The Geographic Information System (GIS) has been used by the Forest Service to maintain inventory information, analyze data and generate maps as necessary for the creation of the Management Plan. The GIS will be maintained and updated for use by the counties, Commission and the Forest Service.

Section 16 of the Act authorizes funds for continuing land acquisitions, and provides 32.8 million dollars for economic and recreation development programs. The Forest Service will administer the distribution of those funds, ensuring that the public interest is served and the purposes of the Act are fulfilled.

Section 7(d) of the Act authorizes the Secretary of Agriculture to design, construct, operate, and maintain recreation facilities which are included in the Recreation Assessment for the National Scenic Area. The Forest Service will participate in the development process, either directly by designing and building the facilities and administering the sites, or by facilitating partnerships with other providers and user groups.

The National Scenic Area Forest Service administrative unit is supervised by the National Scenic Area Manager who reports to the Regional Forester and is responsible for local Scenic Area administration. The administrative office for this unit will be headquartered in Hood River, Oregon, to continue providing local contact and accessibility to public and agency partners in administering the National Scenic Area.

Land Adjustment

The Columbia River Gorge National Scenic Area contains approximately 292,600 acres of which approximately 114,600 acres fall within the Special Management Areas (SMAs). Of the 114,600 acres, some 70,000 acres are in other than federal ownership. Privately owned lands account for approximately 51,000 acres. The first purpose of the Act is

> *". . . to protect and provide for the enhancement of the scenic, cultural, recreational, and natural resources of the Columbia River Gorge".*

Section 9 of the Act states that

> *"The Secretary is authorized to acquire any lands or interests therein within the Special Management Areas and the Dodson/Warrendale Special Purchase Unit which the Secretary determines are needed to achieve the purposes of this Act."*

The primary purpose of acquisition, then, is to protect or enhance the resources of the National Scenic Area.

The acquisition philosophy of the Forest Service has been, and will generally be, based on the "willing-seller, willing-buyer" concept recognizing the Act's provisions and limitations on the use of eminent domain (Sections 9 and 10).

Acquisitions of land and interests will occur through purchase, donation or, in the case of unimproved forest land parcels at least 40 acres in size, land exchange. Acquisitions from states or political subdivisions may be made only through donations or exchange. Use of scenic or conservation easements is another method that is used to protect or enhance a particular resource.

Land Acquisition Direction

Since passage of the Act, land acquisitions have occurred through (1) the timberland exchanges specifically directed in Section 9(d), (2) direct purchases of tracts fitting the "hardship" provision of Section 9(c), and (3) purchase of a number of key properties containing important scenic, cultural, or natural resources. There have also been some parcels acquired through donations. Most of these acquisitions

have been from individuals who came to the Forest Service with an offer to sell.

The Scenic Area Act authorized $40,000,000 for land and water acquisition. As of January 1991, the following funds have been expended and lands acquired:

8,809 acres acquired in fee
1,531 acres acquired with conservation easement
$18,931,492 funds expended

The Management Plan identifies resource opportunities and needs in the Special Management Areas which are important to fulfilling the purposes of the Act. Those opportunities will be the focus of the land acquisition program. The Forest Service will take a proactive role in negotiating with landowners to ascertain the availability for sale of lands which enhance resources identified in the plan.

The following are criteria that will be used for determining federal land acquisition:

- High priority public recreation sites.
- Lands threatened to be used in a manner inconsistent with the Management Plan.
- Sensitive lands such as wetlands, riparian areas, and floodplains.
- Lands supporting threatened or endangered species of fish, wildlife, or plants.
- Lands designated Open Space where significant resources have been identified, and where land use or development activities may endanger the resources.
- Highly scenic lands which are visible from Key Viewing Areas. In these cases, procuring scenic easements, if possible, would be preferable to acquiring the lands is fee.
- Lands with known concentrations of cultural resource sites or a high probability of cultural resource sites.
- Hardship situations (Section 9(c).

In many cases, more than one of the above conditions may appear on a site. If that is the case, the priority of the site for acquisition could be higher. Priorities will be determined by the degree to which offered properties meet one or more of the criteria and resource or project needs, the timing of acquisition to meet such need, and the availability of properties for sale by willing sellers.

Once the National Scenic Area Management Plan is adopted, it will be possible to identify specific geographic areas for acquisition.

Purchase

Most lands purchased will be acquired in fee to provide the greatest degree of resource protection, management flexibility, and public benefit.

In addition to fee purchase, the Forest Service may purchase partial interests in land, where less than fee ownership will protect and perpetuate certain landscape settings or resources. Scenic easements have been acquired in the Mt. Pleasant (Washington) area to enhance the prevalent agricultural theme of land use. With these easements, landowners retain certain property rights and they continue traditional land uses which have contributed to special landscape settings and complement other Scenic Area objectives. The public, through the Forest Service, acquires those property rights related to such activities as residential development, timber harvest, or mineral operations which, if exercised would detract from the scenic or natural resource qualities of the Scenic Area. While the appraised value of these easements varies with the specific property rights being acquired, it is less than the cost of acquiring the fee ownership. The property also remains on local tax rolls. Administering these easements becomes a partnership; the landowner and the Forest Service jointly manage the property to achieve objectives of both the landowner and the Scenic Area Act.

Hardship acquisitions are mandated in Section 9(c) of the Act. This section directs the Secretary to give prompt consideration to cases in which the landowner will suffer hardship if the government does not acquire the land promptly. The Forest Service will continue to respond to this aspect of the Act in a manner that will complement Management Plan objectives.

Land Exchange

Exchanges as authorized by Section 9(d) within the SMA will be used primarily as a land acquisition method to acquire and consolidate into one ownership forest lands with important scenic, cultural, recreational, and natural resources. The capability to protect and enhance resources will also be improved. With few exceptions, federal land to be conveyed in exchange will come from available National Forest land outside the Scenic Area.

Section 9(d) of the Act addresses land exchanges involving unimproved forest land parcels at least 40 acres in size. Forest Service acquisition of such lands within the Special Management Areas serves the public interest by increasing the protection of sensitive resources on or near the lands and minimizing outlay of public funds which would be required for purchasing these lands. The landowners' interests are served, as exchange allows them to maintain a forest land base. Initial proposals which have been made since the Act was passed indicate that approximately 12,500 acres would be acquired through land exchange.

Section 9(d) provides much the same authority as the Forest Service possesses under other land exchange authorities, including that lands of both parties be of substantially equal value. However, there are a few features specific to the Scenic Area legislation. For example, specific lands on four National Forests are described as candidates for exchange. Lands must be valued with the highest and best use as timberland. Also, exchanges of land across state boundaries are allowed. Section 9 contains a time limitation; an owner must offer to exchange the land before 180 days have passed after the Management Plan is adopted. After that time, opportunities for land exchange are expected to be minimal, and will be limited to those exchange authorities normally available to the Forest Service.

Limited use of land exchange to dispose of land or interests in land can be a tool to enhance Forest Service ability to more efficiently manage the Scenic Area. In some hardship cases, the Forest Service purchased in fee, farm land or land with improvements because a scenic easement was not possible or not feasible at the time. These lands would be candidates for exchange, with the Forest Service retaining scenic easements. In a few other cases, the Forest Service

has acquired houses or other improvements which do not necessarily contribute to meeting the purposes of the Act. Exchanging lands within the Scenic Area would be considered only if it did not compromise the scenic, cultural, recreational, or natural resources of the Scenic Area.

Access

With relatively little National Forest land in much of the Special Management Areas, there are few opportunities for access to public land, except for state and county roads. Purchases and exchanges have incorporated access rights wherever possible. However, because the Management Plan has been evolving at the same time acquisitions were occurring, the location of those access rights may not be adequate to complement public visitation or administrative needs.

The Management Plan and Recreation Development Plan identify trails, campgrounds and other visitor and administrative "facilities" which will need planned access, either by trail or road. With completion of these plans, the purchase and land exchange programs will be able to more effectively incorporate access needs into acquisitions. Specific access needs will be identified in the Scenic Area's annual program of work. Negotiating for purchase, exchange or donation of easements will be an important acquisition tool. Access needs offer opportunities for partnerships with a wide range of cooperators, including landowners and user groups.

Effect on Local Government Finances

The National Scenic Area Act included several provisions for offsetting the potential reduction of local tax due to federal land acquisition. Section 14(b) provides that acquired lands will be included in determining a county's share of timber receipts from National Forest lands. Also, Section 14(c) provides for payments in lieu of taxes to a county for a certain period of time.

Revision of Boundaries

The Scenic Area Act describes the following procedures for adjustments to Special Management Area boundaries in Section 4(c).

> *"The Secretary, in consultation with the Commission, may make minor revisions in the boundaries of Special Management Areas after publication of notice to that effect in the Federal Register and submission of notice thereof to the Committee on Energy and Natural Resources of the United States Senate and the Committees on Agriculture and Interior and Insular Affairs of the United States House of Representatives."*

The Act also requires publishing the proposed boundary revision in the Federal Register. To date, one minor revision has been made to the Special Management Area boundary at Rowena. This change was made to correct a mistake that occurred during drafting of the maps. As the Scenic Area Act requires, the procedure followed in that case will be used in any other boundary revision that might be appropriate.

A proposal for a National Scenic Area exterior boundary revision has been made for the Major Creek area where the boundary falls inside the rim of the canyon. Portions of the drainage remain outside the boundary. The Act does not address Scenic Area exterior boundary revisions. Changes to the exterior boundary will require congressional action. Analysis of the situation has been initiated and a legislative proposal will be studied following adoption of the Management Plan by the Commission and concurrence by the Secretary.

Monitoring and Enforcement

A comprehensive monitoring program is essential for implementing the Management Plan to assure that the purposes of the Scenic Area Act are achieved. Monitoring should emphasize two components:

1. Are the guidelines being met through appropriate implementation of the county ordinances and other requirements?

2. Are the scenic, cultural, recreation, and natural resources being protected and enhanced through application of the management guidelines and implementation of enhancement and action program strategies?

Monitoring of county implementation actions is primarily the responsibility of the Commission, as required in Section 15(A)(1) of the Act. However, in the Special Management

Areas, where lands are being used, or are in imminent danger of being used in a manner incompatible with the county ordinances, Section 9 gives the Forest Service the authority to acquire such lands without consent of the owner. Therefore, the Forest Service will also monitor actions in the Special Management Areas.

Counties will not have authority to implement all guidelines through county ordinances. In some cases, such as review of forest practices, the Forest Service will retain jurisdiction to review land use or development actions and certify consistency with the Management Plan. Where this is the case, the Forest Service will monitor the results of these actions to ensure that required mitigation measures are implemented and the resources are protected.

Specific subjects and data elements for monitoring the resources are proposed below. A detailed monitoring program will be designed to include methodologies and show progress, problems, and proposed adjustments. An annual report is proposed to summarize the monitoring results and make recommendations to the Commission for any management changes which may be indicated by the findings.

Scenic Resources

The Management Plan goals for scenic resources call for protecting the scenic values on both the broad landscape setting level and the individual development level.

Much of the value of the National Scenic Area is expressed in the opportunity to appreciate important vistas. The level of visibility affects the ability to appreciate the beauty of the landscape, especially the color and contrasting forms of distant features. Air pollution can impair the quality of the viewing experience, and should be monitored to assure the protection of the clear views that everyone enjoys.

Aerial and oblique photographs will provide the monitoring record to assess changes to the scenery. A system of visual monitoring points was established in 1988. Twenty seven sites in the Scenic Area, were designated as monitoring points from which oblique panoramic photographs will be taken on a regular basis. This photography will be repeated every five to ten years to measure changes in the landscape and identify problem areas.

In 1987 and 1988, complete sets of black and white and color vertical aerial photos were taken for the entire Scenic Area. All or part of the Scenic Area can be rephotographed on a regular basis or as needed for a specific area. Analysis of the changes from a vertical perspective will supplement the panoramic photo monitoring.

Annual monitoring of the scenic resources will address the following topics:

1. Effects of changes to the scenery which may have occurred from development actions including cumulative effects.

2. Results of air quality visibility monitoring to assess changes to viewing ability.

3. Evaluation of county actions to assess the effectiveness of the county ordinances to protect scenic resources.

4. Effects of enhancement activities on the scenic resource performed during the preceding year.

Cultural Resources and Treaty Rights

The Management Plan goal is to protect cultural resources from potential adverse effects. Site-specific inventory and analysis, consultation with Indian tribes, and design of mitigation measures are required to implement this goal. Expanded and strengthened law enforcement efforts will also be developed to reduce or minimize theft and vandalism of cultural resources.

Scenic Area inventories include identification of known cultural resources and will be expanded to include data on resources located during site inventories and analysis for new developments.

The annual monitoring program will address the following topics:

1. Effectiveness of the guidelines for protecting cultural resources including county implementation.

2. Summary of cultural resources located during the previous year. Site-specific data will not be included in any report released to the public.

3. Effectiveness of law enforcement efforts for preventing vandalism of cultural resource sites.

4. Evaluation of treaty right protection measures.

Natural Resources

Natural resources in the Columbia River Gorge are varied and extensive. The Management Plan goal to protect and enhance those resources therefore involves a broad program with participation by numerous agencies focused on the many different elements in the environment.

Baseline information in the Scenic Area inventories is not, for the most part, site specific. More detailed information will be gathered over time, particularly for those natural resources most at risk. The monitoring program will be designed in conjunction with the many agencies with responsibility for managing and protecting the resources.

In addition, organizations such as the Nature Conservancy, Audubon Society, and the Native Plant Society maintain data bases and expertise relative to various natural resources. Their assistance could help to assure a strong and effective monitoring program.

The annual monitoring program will address the following topics:

1. Effects on fish, wildlife and plant habitat and populations resulting from development actions including cumulative effects.

2. Results of county actions to assess the effectiveness of the county ordinances for protecting natural resources.

3. Effects and results of natural resource enhancement activities.

4. Establishment of a National Scenic Area wide wetlands and riparian area database.

5. Water quality.

Open Space

Open Space lands are important to protecting the scenic, cultural, recreation and natural resources of the National Scenic Area. Monitoring will address the following topics:

1. Progress towards completion of Open Space management plans for designated areas.

2. Protection and enhancement projects or activities undertaken in Open Space areas.

3. Effectiveness of guidelines to protect Open Space resources.

Forest and Agricultural Lands

Forest and agricultural lands are important elements of the economic base of the National Scenic Area and provide a variety of other benefits, including scenic and natural resources.

Annual monitoring will address the following topics:

1. Compliance with the forest practices guidelines established for the National Scenic Area including mitigation for adverse effects of scenic, cultural, recreational, and natural resources.

2. The effectiveness of the forest and agricultural land use guidelines to ensure sustained productivity of forest and agricultural products.

3. The condition of forest lands in terms of health, disease, and protection from conversion.

4. Effectiveness of cooperative fire protection and management strategies.

5. Protection of wetlands and riparian areas from agricultural practices.

6. Effectiveness of county implementation of guidelines protecting agricultural and forest lands from conversion.

Recreation

Recreation is a fast changing component of the National Scenic Area. Changes in visitation could effect both the quality of the recreation experience and the other resources. Since recreation development funds are limited, it is important to analyze the effectiveness of the development program and adjust as necessary.

Annual monitoring will include the following topics:

1. Effectiveness of the guidelines to protect the recreation resource including compliance with Recreation Intensity Class guidelines.

2. Tabulation of annual recreation visitation to the National Scenic Area.

3. Status report of annual recreation development and enhancement projects and funds expended in the National Scenic Area.

4. Whether new recreation developments such as the National Scenic Area conference center and the interpretive center have met recreation objectives, policies and guidelines.

5. Monitoring use at the most popular sites, such as Multnomah Falls, to determine if strategies are required to avoid overuse and damage to resources.

Land Acquisition

The annual monitoring report will track land adjustment activities. Annual monitoring will include the following topics:

1. The amount of land purchased or acquired through exchange or easements.

2. Funds expended annually and cumulatively in the National Scenic Area for land acquisition.

3. Compliance with scenic and conservation easement conditions.

Economic Development

The National Scenic Area Act provided a number of measures to enhance the economy of the National Scenic Area. These measures included protection of agricultural and forest lands, provision of economic development funds, and funding for recreation, interpretation and conference facilities. Annual monitoring will include the following topics:

1. Compilation of available data regarding employment by principal sectors of the National Scenic Area economy.

2. Changes in recreation and tourism visitation.

3. Effectiveness of recreation and tourism marketing efforts.

4. Review of economic activities undertaken with federal National Scenic Area funding as reported in each states annual report per Section 11(d) of the Act.

National Forest System Lands Direction

The Act provides the following direction for National Forest System lands in the Special Management Areas:

Section 8(a) Administration of Federal Lands. The Secretary shall administer Federal lands within the Special Management Areas in accordance with this Act and other laws, rules and regulations applicable to the National Forest System.

Direction for management of National Forest System lands is provided in this National Scenic Area Management Plan and in the following plans: *Land and Resource Management Plan*, Mt. Hood National Forest, 1990 and *Land and Resource Management Plan*, Gifford Pinchot National Forest, 1990. These National Forest management plans were completed according to the National Forest Management Act (NFMA) and the National Environmental Policy Act (NEPA) and included alternative analysis and direction for resource management.

The National Scenic Area Act also provides in Section 8(a) that ...

> *"The construction of roads and the management, utilization and harvest of timber on Federal lands within the special management areas also shall be subject to Forest Service visual resource management guidelines."*

The Mt. Hood and the Gifford Pinchot National Forest management plans and this National Scenic Area Management Plan provide direction as to visual quality objectives for National Forest lands.

According to the Mt. Hood and Gifford Pinchot National Forest management plans, regulated commercial timber harvesting would not occur on most of the National Forest lands within the National Scenic Area. Any timber harvesting on National Forest lands that would occur shall meet the assigned visual quality objective.

The Act further directs in Section 8(a) that

> *"The Secretary shall utilize lands acquired through exchange in calculating the allowable sales quantity on the Gifford Pinchot and Mt. Hood National Forests."*

This requirement will be addressed in subsequent revisions of the Mt. Hood and Gifford Pinchot National Forest management plans. Section 9(a) of the Act also requires that acquired lands be subject to the National Scenic Area regulations per this Management Plan.

As provided for in Section 17(a)(9) of the Act, Forest Service actions taken for the development of this Management Plan, land acquisition and interim management are exempt from the National Environmental Policy Act (NEPA). However, Forest Service implementing actions taken subsequent to the adoption of this plan must comply with all laws and regulations applicable to National Forest System lands including NEPA.

Chapter 3

Indian Tribal Treaty Rights and Consultation

Special Management Area

The Forest Service is responsible for consulting with Indian tribal governments at the government-to-government level. The purpose of this process is to ensure that its management activities will not affect treaty rights, and to provide meaningful participation in the identification, evaluation and protection of cultural resources.

Section 17 (Savings Provisions) of the Act contains several provisions regarding the need to avoid potential effects to treaty rights. Treaty rights are defined by the Treaties of 1855 between the Congress and Indian tribal governments. These rights are not subject to negotiation. Potential effects to treaty rights must be avoided. The Forest Service has no authority to interpret or negotiate in the area of treaty rights.

Cultural resources are protected by the Scenic Area Act and the Historic Preservation Act of 1966. Indian tribal governments are identified as parties to be consulted during the inventory, evaluation and protection of cultural resources.

The following goals and policies are intended to address the necessity of consultation on the protection of treaty rights and cultural resources.

SMA Goals

Indian Tribal Treaty Rights and Consultation

1. Protect treaty and other rights of the Indian tribal governments.

2. Provide for a consultation process with Indian tribal governments.

SMA Policies

1. Establish a government-to-government consultation process between each Indian tribal government and the Forest Service.

   a. The Scenic Area Manager shall be the responsible agency official for the Forest Service in making decisions regarding treaty rights issues and potential effects to cultural resources.

   b. The Indian tribal governments shall be the recognized entities for the purpose of authorizing decisions regarding treaty rights issues or potential effects to cultural resources.

   c. The Scenic Area Manager shall designate the Forest Service representative for the purpose of maintaining a continuing working relationship with the Indian tribal governments.

   d. The Indian tribal government should designate representatives for the purpose of maintaining a continuing working relationship with the Forest Service.

2. The Forest Service shall consult with the Indian tribal governments to determine the effect of a new development or land use on treaty rights and shall notify the county or reviewing agency of the determination.

3. Establish a continuing working relationship between the Forest Service and the Indian tribal governments.

   a. The Forest Service shall enter into Memoranda of Agreement with each of the Indian tribal governments for the purpose of outlining consultation agreements, as provided in Part II, Chapter 2, Cultural Resources.

   b. The Memoranda of Agreement should identify key staff at each Indian tribal government to work with the Forest Service designee.

   c. The Memoranda of Agreement should establish procedures by which the Forest Service will consult with Indian tribal governments for proposed developments or changes in use.

d. The Memoranda of Agreement should establish the process by which the Forest Service will consult with Indian tribal governments for all proposed developments or changes in use which may have the potential to affect treaty rights or other uses.

e. The Memoranda of Agreement should establish the government to government process by which Indian tribal governments and the Forest Service meet individually to identify potential treaty rights issues for potential developments or changes in use.

f. The Memoranda of Agreement should establish a mutually agreeable process by which meetings and decisions between the Indian tribal governments and the Forest Service are documented.

4. Lands held in trust by the Secretary of Interior for Indian tribes or individual members of Indian tribes shall not be affected by any provisions of the Management Plan.

5. Lands acquired by the US Army Corps of Engineers and administered by the Secretary of Interior for the benefit of Indian tribes and individual members of Indian tribes under Public Laws 14 and 100-581 (in-lieu sites), including those yet to be selected by the US Army Corps of Engineers within the Bonneville Pool under the provisions of Section 401(b)(1), shall not be affected by the Management Plan.

6. New land uses and development shall not affect or modify any treaty or other rights of any Indian tribe.

7. Any revisions or amendments to the Management Plan shall require consultation with the Indian tribal governments.

SMA Guidelines

1. Counties and other reviewing agencies shall consult with the Indian tribal governments prior to permitting any new developments or changes in land use.

2. New developments or land use shall not be approved by counties or reviewing agencies if they affect or modify any treaty or other rights of the Indian tribes.

3. New developments or land use shall protect access to usual and accustomed tribal or Indian fishing sites or stations protected under treaty rights, and as established by court interpretations of those treaties. Those access rights were affirmed in United States v. Winans [198 U.S. 371 (1905)] and Seufert Bros. v. United States [249 U.S. 194 (1918)].

4. Opportunities should be provided for Indian tribal governments to participate in the planning of public recreation developments which could affect treaty rights.

5. The Forest Service shall enter into Memoranda of Agreement with Indian tribal governments for the purpose of outlining consulting agreements.

6. Federal land management agencies shall not deny access to federal or state land for Indian tribal governments, or individual members of Indian tribes any area confirmed as traditionally used in connection with tribal treaty or ceremonial rights or for traditional uses.

Chapter 4

Public Involvement

General Management Area

Public involvement is a process, an ongoing commitment to ensuring that decision-making is open, fair and responsive. The Commission plans a public involvement program combining both formal and informal avenues of comment, to make it convenient and productive to hear from many people representing many viewpoints. It will strive to be open to public ideas and suggestions, responsive to public concerns and desires, and faithful to the charge given it by Congress.

GMA Goals

1. To provide for and consider a variety of viewpoints in decision-making.

2. To encourage an informed public.

3. To consult and coordinate with other governmental jurisdictions, including the U.S. Forest Service, Indian tribal governments, county boards, city councils, and other state and federal agencies.

GMA Policies

The Commission will:

1. Provide a time for public comment at all regular Commission business meetings. Meetings will be rotated among suitable meeting spaces to make it convenient for residents of different areas to attend.

2. Distribute notice of its meetings to all interested people and the media, without charge. Notices will describe, in plain language, the topics the Commission will discuss and which of them are open for public comment. Notices will also be provided to county planning offices and public libraries for posting for public review.

3. Distribute informational materials -- including an annual report, periodic newsletters, and staff reports, analyses

and recommendations -- describing Commission activities and planning decisions.

4. Conduct a community outreach program, including maintaining a speakers bureau, meeting with county advisory committees, and participating in school programs.

5. Provide advice to interested counties in designing and implementing their public involvement activities.

6. Provide formal public involvement and consultation activities at major planning milestones.

    a. Formal public hearings will be held before the Commission takes action on county land use ordinances, revises the Management Plan or reviews and periodically revises the Management Plan. Any interested person will be able to testify before the Commission.

    b. Written public comment will be encouraged, and a 30-day comment period will precede all major planning decisions.

    c. Public comment will be encouraged before the Commission takes action on county land use ordinances. The Commission will approve land use ordinances at public hearings in the applicable county.

    d. Regional public workshops will be held to encourage review of and comment on other Commission decisions, including major plan amendments and periodic review and revision of the plan. Workshops will be conveniently scheduled to encourage participation by Gorge residents and other interested people.

    e. Revisions to Urban Area boundaries will be heard as contested cases by the Commission. Formal hearings will be preceded by an informal hearing for general public comment. All interested people will be able to make their comments known.

7. Schedule periodic meetings of Gorge county planners, to encourage ongoing discussion of issues and concerns.

8. Schedule periodic consultation meetings with tribal governments to encourage ongoing discussion of issues and concerns.

9. Schedule periodic consultation meetings with county governing boards to encourage ongoing discussion of issues and concerns.

10. Consult with the two states on application of economic development grants and loans, restoration of the Historic Columbia River Highway, and activities of other state agencies.

11. Consult with the Forest Service on spending of federal land acquisition and recreation funds, revisions to Special Management Area boundaries, and other matters.

12. Solicit public comment and assistance in designing implementation programs.

Special Management Area

Throughout the planning process, a comprehensive public participation program has been conducted. Beginning with drafting of the interim guidelines, the public has been active in reviewing, commenting on, and influencing the outcome of the many intermediate products leading to the Management Plan. The Forest Service and the Commission have provided extensive opportunities for the public to become involved, producing joint publications, conducting joint meetings, and offering numerous other mechanisms for involvement throughout the process.

The Forest Service and Commission have provided periodic newsletters to a mailing list that now numbers approximately 2,750. These newsletters have kept the public informed about the progress of the planning effort.

At two major milestones, completion of inventories in October, 1988, and release of preliminary land use designations in October, 1989, open houses were held in each of the six counties and in Portland to share the progress and ask for response to planning proposals. Prior to each set of open houses, a report summarizing the information was mailed to all households (about 20,000) in the Scenic Area to insure that no one who wanted to participate was missed. More than 650 people attended the 1988 meetings and over 700 attended in 1989.

Two questionnaires were provided to participants at the open houses to ask for input. Two hundred eighty people took the time to share their comments and concerns about recreation, forest practices, natural and cultural resource protection, and other issues being addressed in the Management Plan. The response was summarized, analyzed, and used to revise the planning products.

After the preliminary land use designations were released, a system of key community contacts (KCCs) was established to gain input at a more detailed level for specific technical subjects. Individuals with expertise or knowledge about the Gorge or who represented interest groups were encouraged to become KCCs. These individuals represented networks or interest groups at special meetings with the Commission and the Forest Service to provide a link with counties and com-

munities. KCCs acted as sounding boards, and provided feedback from their friends, organizations, and business contacts in their community. Four hundred and fourteen people have been involved in this process.

In addition to these structured processes, the Commission and Forest Service participated in numerous presentations, meetings, and discussions on request by agencies, groups, and organizations. These included Indian tribal councils, county commissions, service clubs, interest groups, school classes and chambers of commerce. These contacts provided the opportunity to explain the progress and answer questions on an informal basis. They also provided planners and Commissioners the ability to keep in touch with the perspectives in the community.

Early in the planning process, the Commission and Forest Service traveled to each Indian reservation and met with each tribal council to discuss the Act and Commission responsibilities. These initial meetings provided a forum for receiving comments from the councils. A second round of meetings was held with each tribal council to review the results of inventories and studies and a final round of meetings was held to discuss the draft Management Plan.

In addition to meetings with tribal councils, the Commission convened a Cultural Resources Advisory Committee made up of representatives of the four tribes plus archaeologists from federal agencies. This committee was asked to review and comment on the cultural resources inventory and provide input on the design of the planning process. The committee met during winter and spring, 1988. A follow-up Tribal Consultation Council was established during winter, 1989, to provide an opportunity for appointed representatives of the four tribal governments to review goals, policies, and management direction as the Management Plan began to take shape.

A Planners Advisory Committee was established to involve the planning directors from each of the six Gorge counties. The committee advised the Commission and Forest Service on the resource and land use inventories, development review procedures, and design of the planning process. The planners also provided recommendations for goals and policies and management direction, as well as roles and authority for plan implementation.

Public hearings and a workshop are scheduled to provide opportunities for comment on this draft Management Plan. The Commission will also conduct public hearings and solicit public comment prior to final adoption of land use ordinances.

The Forest Service shall exercise their responsibilities from the Act in consultation with federal, state and local governments and with Indian tribes, Section 6(e). There will be opportunities for interested parties to participate in implementing the various components of this Management Plan.

Appendices

Table of Contents

Glossary . . . . . Page V-1

Appendices

Glossary

The definitions listed below apply to both General and Special Management Areas, unless they note otherwise.

Accepted agricultural practice: A mode of operation that is common to farms or ranches of similar nature, necessary for the operation of such farms or ranches to obtain a profit in money and customarily utilized in conjunction with agricultural use.

Accessory building: A building or structure, the use of which is incidental and subordinate to that of the main use of the property and is located on the same lot or parcel as with the main building or use.

Active wildlife site: A wildlife site that has been used within the past five years by a sensitive wildlife species.

Adverse effect: A reasonable likelihood of more than moderate adverse consequences for the scenic, cultural, recreation or natural resources of the scenic area, the determination of which is based on (1) the context of a proposed action; (2) the intensity of a proposed action, including the magnitude and duration of an impact and the likelihood of its occurrence; (3) the relationship between a proposed action and other similar actions which are individually insignificant but which may have cumulatively significant impacts; and (4) proven mitigation measures which the proponent of an action will implement as part of the proposal to reduce otherwise significant affects to an insignificant level.

Agency official: The federal, state, or local agency head or designee who has authority over a proposed project, activity, or development.

Agricultural structure: A structure located on a farm or ranch and used in the operation for the storage, repair and maintenance of farm equipment, and supplies or for the raising and/or storage of crops and livestock. These in-

clude, but are not limited to: barns, silos, workshops, equipment sheds, greenhouses, wind machines (orchards), processing facilities, storage bins and structures.

Agricultural use: The current employment of land for the primary purpose of obtaining a profit in money by raising, harvesting and selling of crops or by the feeding, breeding, management and sale of, or production of, livestock, poultry, fur-bearing animals or honeybees or for dairying and the sale of dairy products or any other agricultural or horticultural use. Current employment of land for agricultural use includes:

1. The operation or use of farmland subject to any agriculture-related government program;

2. Land lying fallow for one (1) year as a normal and regular requirement of good agricultural husbandry;

3. Land planted in orchards or other perennial prior to maturity; and

4. Land under buildings supporting accepted agricultural practices. Current employment does not include livestock feed lots.

Agricultural use does not include livestock feedlots.

Anadromous fish: Species of fish that migrate upstream to freshwater after spending part of their life in the ocean (saltwater).

Anaerobic: A condition in which molecular oxygen is absent (or effectively so) from the environment.

Aquaculture: The cultivation, maintenance and harvesting of aquatic species.

Aquatic area: The water area of a stream, pond, or lake measured at the ordinary high water mark.

Archival research: Research in primary documents that is likely to yield information regarding human occupation of the area in question, including but not limited to deed, census, cartographic, and judicial records.

Bed and breakfast inn: An establishment located in a structure designed as a single-family dwelling where more than two (2) rooms but fewer than six (6) rooms are rented on a daily basis. Bed and breakfast inns are clearly incidental to the use of a structure as a single-family dwelling and are owner occupied and operated. Bed and breakfast inns operate as transient accommodations, not as rooming or boarding houses.

Best management practices: Conservation techniques and management measures that (1) control soil loss and reduce water quality degradation caused by nutrients, animal waste, toxins, and sediment; (2) minimize adverse affects to groundwater and surface-water flow and circulation patterns; and (3) maintain the chemical, biological, and physical characteristics of wetlands, ponds, streams, and riparian areas.

Bio-diversity (SMA): A diversity of biological organisms at the genetic, species, ecosystem, and landscape levels.

Boat landing: Cleared area or developed structure used to facilitate launching or retrieving a watercraft.

Buffer zone: An area adjacent to a wetland, stream, pond, or other sensitive area that is established and managed to protect sensitive natural resources from human disturbance. In instances that involve a wetland, stream, or pond, the buffer zone includes all or a portion of the riparian area.

Building: Any structure used or intended for supporting or sheltering any use or occupancy.

Camping or recreational vehicle: A vacation trailer, camper, self-propelled vehicle or structure equipped with wheels for highway use and which is intended for recreational purposes, but not for residential purposes and is equipped with plumbing, sink or toilet. A camping vehicle or RV shall be considered a dwelling unit if connected to a sewer system (including septic tank), water and electrical lines or is occupied on the same lot/parcel for more than sixty (60) days in any one consecutive twelve (12) month period.

Campsite: Single camping unit, usually consisting of a cleared, level area for a tent, and may include a parking spur, fire ring, table and other amenities.

Capability: The ability of land to produce forest or agricultural products due to characteristics of the land itself, such as soil, slope, exposure or other natural factors.

Cascadian architecture (SMA): Architectural style using native rock work, large timber and steeply pitched roofs in a rustic manner.

Catastrophic situations (SMA): Forces such as fire, insect and disease infestations and earth movements.

Characteristic landscape (SMA): The cultural and naturally established landscape within a scenic or scenes viewed.

Child care center: A facility providing day care to three or more children, but not including:

1. The provision of care that is primarily educational unless provided to a preschool child for more than four (4) hours a day;

2. The provision of care that is primarily supervised training in a specific subject, including but not limited to dancing, gymnastics, drama, music or religion;

3. Provision of short term care primarily an incident of group athletic or social activities.

4. The provision of day care in the provider's home in the family living quarter for less than thirteen (13) children.

Clearcut: A created opening of one (1) acre or more.

Commercial development: Any facility of use of land or water whose function is primarily retail buying or selling of goods or services or both. This does not include fruit or produce stands.

Commercial forest products: These include timber for lumber, pulp, and fire wood for commercial purposes.

Commercial recreation: Any private (non-governmental) recreational activity or facility on privately owned land, excluding non-profit facilities. This does not include operation of a public recreation facility by a private vendor.

Community facility: Basic utilities and services necessary to support public service needs, including, but not limited to water and power utilities, sanitation facilities, public micro-wave stations and communication facilities, schools, roads and highways. This does not include sanitary landfills.

Complete survey (SMA): The systematic and complete examination of the ground surface through some controlled procedure, such as walking the area in evenly-spaced transects. A survey may also require techniques such as augering or shovel-probing of subsurface soils for the presence of buried cultural materials.

Contiguous land: Lots, parcels or other lands that are under the same ownership and have a common boundary, regardless of whether or not portions of the parcels have separate tax lot numbers, lie in different counties, lie in different sections or government lots, lie in different land use or zoning designations or are separated by public or private roads. Contiguous land does not include lots or parcels which meet only at a single point.

Counties: Refers to the counties found within the National Scenic Area: Hood River, Multnomah, and Wasco in Oregon, and Clark, Skamania, and Klickitat in Washington.

Created opening (SMA): A forest opening with less than 400 trees per acre which are 20 feet tall or has less than 40 percent of the normal basal area per acre of fully stocked stand of trees. Normal basal areas for fully stocked stands may be found in Technical Bulletin No. 201, U.S. Department of Agriculture and Washington Department of Natural Resources Report No. 31, 1961.

Creation (wetlands): A human activity that converts an upland into a wetland. This definition presumes that the area to be converted has not been a wetland in recent times (100 to 200 years).

Cultivation: Any activity that prepares land for raising crops by turning, breaking, or loosening the soil. Cultivation includes plowing, harrowing, leveling, and tilling.

Cultural resource: Any evidence of human occupation or activity that can be classified within one of the following categories:

- Physical properties. Buildings, structures, sites, and objects that are at least 50 years old. Physical properties may be from the prehistoric or historic era. The prehistoric period covers the times of Native Americans until the beginning of written records. The historic period begins with the arrival of Euro-American peoples and the introduction of written language.

- Traditional cultural properties. Districts, sites, and natural objects that are associated with cultural beliefs, customs, or practices of a living community that are rooted in that community's history and are important in maintaining the continuing cultural identity of the community.

Cultural resource professional (SMA): Persons with the following qualifications:

- Archaeology. The minimum profession qualifications are a graduate degree in archaeology, anthropology, or closely related field plus:

1. At least one (1) year of full-time professional experience or equivalent specialized training in archaeological research, administration, or management;

2. At least four (4) months of supervised field and analytic experience in general North American archaeology; and

3. Demonstrated ability to carry research to completion.

   In addition to these minimum qualifications, a professional in prehistoric archaeology shall have at least one (1) year of full-time professional experience at a supervisory level in the study of archaeological resources of the prehistoric period. A professional in his-

toric archaeology shall have at least one (1) year of full-time professional experience at a supervisory level in the study of archaeological resources of the historic period.

- History. The minimum professional qualifications in history are a graduate degree in American history or a closely related field, or a bachelor's degree in history or a closely related field plus one of the following:

1. At least two (2) years of full-time experience in research, writing, teaching, interpretation, or other demonstrable professional activity with an academic institution, historical organization or agency, museum, or other professional institution; or

2. Substantial contribution through research and publication to the body of scholarly knowledge in the field of history.

- Historic architecture. The minimum professional qualifications are a professional degree in architecture or a state license to practice architecture, plus one of the following:

1. At least one (1) year of graduate study in architectural preservation, American architectural history, preservation planning, or a closely related field and at least one (1) year of full-time professional experience on preservation and restoration projects; or

2. At least two (2) years of full-time professional experience on preservation and restoration projects. Experience on preservation and restoration projects shall include detailed investigation of historic structures, preparation of historic structures research reports, and preparation of plans and specifications for preservation projects.

- Architectural history. The minimum professional qualifications are a graduate degree in architectural history, art history, historic preservation, or a closely related field, with course work in American architectural history; or a bachelor's degree in architectural history with concentration in American architecture; or a bachelor's degree in architectural

history, art history, historic preservation, or a closely related field plus one of the following:

1. At least two (2) years of full-time experience in research, writing, or teaching in American architectural history or restoration architecture with an academic institution, historic organization or agency, museum, or other professional institution; or

2. Substantial contribution through research and publication to the body of scholarly knowledge in the field of American architectural history.

Cultural resource significance (SMA): Quality of a cultural resource that meets the criteria for eligibility to the National Register of Historic Places.

Cultural resources (SMA): Includes prehistoric and historic archaeological resources, historic structures and facilities, and spiritual, sacred and traditional use sites.

- Historic and prehistoric archaeological resources. Any physical remains or ruins, at least 50 years of age, of human occupation or activity, located on or below the surface of the ground, including evidence located on submerged and submersible lands. Archaeological resources include, but are not limited to, the physical evidence of sites, structures, or objects produced and/or used by humans, such as house remains, village, camp and fishing sites, artifacts and tools, fragments of artifacts or tools, the material by-products of artifact manufacture and use, petroglyphs, pictographs and fragments of such rock art, house-pit depressions, graves, human skeletal remains and associated materials, rock cairns and structures.

- Historic structures and facilities. Standing or above-ground structures, facilities and other features generally of 50 or more years of age, including canals, flumes, pipelines, highways, and tunnels, which are potentially eligible to the National Historic Register of Historic Places at the national, state or local levels, or are eligible to state, county or local historic building inventories.

- Spiritual, sacred and traditional use areas. Physical evidence of, as well as the conceptual content or context of an area, as a setting for legendary or prehistoric events, or a sacred area, including associated sacred objects that may exist in the written or oral traditions of Native Americans; pursuit of traditional lifeways, such as fishing, collecting cultural materials, plants, animals, medicines, and other items that have special significance to Native Americans. Physical evidence may consist of petroglyphs and/or pictographs, rock alignments, cairns or other structures, and evidence of spiritual offerings. Physical evidence is not a necessary prerequisite when corroborated by ethnographic, oral historic or contemporary information pertaining to spiritual uses.

Cumulative effects: The combined effects of two or more management activities. The effects may be related to the number of individual activities, or to the number of repeated activities on the same piece of ground. Cumulative effects can result from individually minor but collectively significant actions taking place over a period of time.

Cut: An area where soil or earth are excavated or removed in conjunction with development activities.

Dedicated site: Area actively devoted to the current use and as delineated on the site plan.

Deer and elk winter range: Those areas normally used, or capable of being used, by deer and elk from December through April.

Destruction of wetlands: Loss of the wetlands or any of its component parts, and includes the filling, draining, or other adverse effect to the sustainable functioning of the wetland.

Developed recreation: Recreational opportunities that are characterized by high-density use on specific sites and that require facilities installation. Density of use, amount of site development, and type of recreation site can vary widely across the spectrum of recreation activities.

Development: Any land division, structure, including but not limited to new construction of buildings and structures, and mining, dredging, filling, grading, paving, and excavation.

Diameter at breast height (dbh): Refers to the diameter of a tree as measured at breast height.

Duplex: A building containing two (2) dwelling units and designed for occupancy by two (2) families.

Dwelling, single-family: A detached building containing one (1) dwelling unit and designed for occupancy by one (1) family only.

Dwelling unit: A single unit designed for occupancy by one (1) family and having not more than one (1) cooking area or kitchen.

Effect on a Cultural Resource (SMA): An undertaking has an effect on a cultural resource when the undertaking would alter characteristics of the resource that may qualify the resource for inclusion in the National Register of Historic Places. For the purpose of determining effect, alteration to features of a properties location, setting, or use may be relevant depending on a properties significant characteristics and should be considered.

Effect on Treaty Rights: To bring about a change in, to influence, to modify, or to have a consequence to Indian treaty or treaty related rights in the Treaties of 1855 with the Nez Perce, Umatilla, Warm Springs and Yakima tribes, executed between the individual Indian tribes and the Congress of the United States and as adjudicated by the Federal courts.

Effects to treaty or treaty-related rights include those which may directly affect access to nets, anchor lines or scaffolds for placement, use or maintenance. Projects which have the potential to alter the characteristics of a river or stream that make it valuable for fishing, such as direction of current, or characteristics of the bottom, or bank profile may also have an effect under this definition.

Endemic: Plant and animal species that are found only in the vicinity of the Columbia River Gorge area.

Enhancement (natural resources): A human activity that increases one or more functions of an existing wetland, stream, lake, riparian area, or other sensitive area. Enhancement is generally limited to a wetland, stream, lake, riparian area, or other sensitive area that is degraded. Enhancing an area that is in good or excellent condition may reduce biological diversity and eliminate other natural functions and may not be desirable.

Ethnography: The descriptive and analytic study of the culture of particular groups. An ethnographer seeks to understand a group through interviews with its members and often through living in and observing it.

Existing use or structure: A legally-established use that existed before the effective date of the Act, the management plan or a land use ordinance established pursuant to the Act. "Legally-established" means established in accordance with the law in effect at the time of establishment of the use.

Exploration, development (extraction and excavation) and production of mineral resources: Includes all or any part of the process of surface, underground or submerged mining of mineral resources. Minerals include soil, coal, clay, stone, sand, gravel, metallic ore, oil and gases and any other material or substance excavated for commercial, industrial or construction use. For purposes of this plan, this definition includes all exploration and mining, regardless of area disturbed or volume mined. Production of mineral resources means the use of portable crushing, on-site stockpiling, washing, milling, screening, or sorting equipment or other similar methods of initial treatment of a mineral resource to transport to another site for use or further processing. Secondary processing such as concrete or asphalt batch plants are considered industrial uses.

Fill: The placement, deposition or stockpiling of sand, sediment or other earth materials to create new uplands or create an elevation above the existing surface.

Fire break: A break in ground cover fuels, adjacent to and surrounding buildings.

Forbs: Broad-leaved herbs, in contrast to ferns, fern allies, and grasses and grasslike plants.

Foreground (SMA): One-half mile either side of traveled road or trail.

Forest products: Commodities produced from a forest, including, but not limited to, timber products, boughs, mushrooms, pine cones, and huckleberries.

Forest practices: Those activities related to the growing and harvesting of forest tree species as defined by the Oregon Forest Practices Act or the Washington Forest Practices Act.

Forest use: The growing, propagation and harvesting of forest tree species and other forest products.

Fully screened: A description of the relative visibility of a structure where that structure is not visible as viewed from a specified vantage point (generally a Key Viewing Area, for the purpose of this Management Plan).

Grade (ground level): The average elevation of the finished ground elevation as defined by the Uniform Building Code.

Grading: Any excavating or filling of earth materials or any combination thereof, including the land in its excavated or filled condition.

Height of building: The vertical distance from the grade to the highest point of the roof.

Herbaceous: With the characteristics of an herb; a plant with no persistent woody stem above the ground.

Herbs: Nonwoody (herbaceous) plants, including grasses and grasslike plants, forbs, ferns, fern allies, and nonwoody vines. (Note: Seedlings of woody plants that are less than 3 feet tall shall be considered part of the herbaceous layer.)

Historic buildings and structures: Standing or above-ground buildings and structures that are least 50 years old.

Horses, boarding of: The stabling, feeding and grooming for a fee, or the renting of stalls for and the care of horses not belonging to the owner of the property, and related facilities, such as training arenas, corrals and exercise tracks.

Hydric soil: A soil that is saturated, flooded, or ponded long enough during the growing season to develop anaerobic conditions in the upper part.

In-lieu sites: Sites acquired by the Army Corps of Engineers and transferred to the Bureau of Indian Affairs for treaty fishing, in lieu of those usual and accustomed fishing areas lost by inundation from reservoir construction. These sites were acquired under the provisions of Public Law 14 and Public Law 100-581, Section 401. Additional in-lieu sites will be provided for.

Indian tribal government: The governing bodies of the Nez Perce Tribe (Nez Perce Tribal Executive Committee), the Confederated Tribes of the Umatilla Indian Reservation (Board of Trustee), the Confederated Tribes of the Warm Springs Reservation of Oregon (Tribal Council), and the Confederated Tribes and Bands of the Yakima Indian Nation (Tribal Council).

Indian tribes: The Nez Perce Tribe, the Confederated Tribes and Bands of the Yakima Indian Nation, the Confederated Tribes of the Warm Springs Reservation of Oregon, and the Confederated Tribes of the Umatilla Indian Reservation.

Industrial uses: In general, any use of land or water primarily involved in:

1. Assembly or manufacture of goods or products;

2. Processing or reprocessing of raw materials, processing of recyclable materials or agricultural products not produced within a constituent farm unit;

3. Storage or warehousing, handling or distribution of manufactured goods or products, raw materials, agricultural products, forest products or recyclable materials for purposes other than retail sale and service; or

4. Production of electric power for commercial purposes.

Interested persons (cultural resources): Those organizations or individuals who submit substantive written comments to a local government in a timely manner because they are concerned with the effects of a proposed activity on cultural resources.

Interpretive displays: Signs and structures which provide for the convenience, education, and enjoyment of visitors, helping them to understand and appreciate natural and cultural resources and their relationship to them.

Key components: The attributes that are essential to maintain the long-term use and productivity of a wildlife site. The key components vary by species and wildlife site. Examples include fledgling and perching trees, watering sites, and foraging habitat.

Key viewing area: Those portions of important public roads, parks or other vantage points within the Scenic Area from which the public views National Scenic Area landscapes. These include:

Historic Columbia River Highway
Crown Point
Highway I-84, including rest stops
Multnomah Falls
Washington State Route 14
Beacon Rock
Panorama Point Park
Cape Horn
Dog Mountain Trail
Cook-Underwood Road
Rowena Plateau and Nature Conservancy Viewpoint
Portland Women's Forum State Park
Bridal Veil State Park
Larch Mountain
Rooster Rock State Park
Bonneville Dam Visitor Centers
Columbia River
Washington State Route 141
Washington State Route 142
Oregon Highway 35
Sandy River
Pacific Crest Trail

SMA only:
Old Washington State Route 14 (County Road 1230)
Wyeth Bench Road

Larch Mountain Road
Sherrard Point on Larch Mountain

Land division: The division or redivision of contiguous land(s) into lots, tracts, parcels, sites or divisions, regardless of the proposed lot, parcel or tract size or use. A land division includes, but is not limited to short subdivisions, partitions and subdivisions. Land division does not include the creation of cemetery lots or plots while used for that purpose.

Landscape setting: The combination of land use, landform and vegetation patterns which distinguish an area in appearance and character from other portions of the Scenic Area.

Limits of Acceptable Change (LAC): Maximum limits of human-caused change to the scenic, cultural, natural and recreation resources allowed.

Livestock feedlot: Includes stockyards and commercial livestock finishing yards for cattle, sheep, swine and fur bearers. It does not include winter pasture or winter hay-feeding grounds.

Lot line adjustment: Transfer of a portion of a lot from one owner to the owner of an adjacent lot resulting in no increase in the number of lots.

Lot / parcel: Includes

1. Any lot or parcel legally created by a short division, partition or subdivision;

2. Any unit of land legally created and separately described by deed or sales contract prior to November 17, 1986, if there were no applicable planning, zoning and land division ordinances or regulations.

3. In the state of Washington, a unit of land created and separately described by deed or sales contract after November 17, 1986 if the unit created was approved by the Gorge Commission or the U.S.D.A. Forest Service Scenic Area Office.

4. A unit of land shall not be considered a separate lot or parcel simply because the subject tract of land:

a. Is a unit of land created solely to establish a separate tax account;

b. Lies in different counties;

c. Lies in different sections or government lots;

d. Lies in different land use or zoning designations; or

e. Is dissected by a public or private road.

Mitigation: May include any of the following:

1. Avoiding the impact altogether by not taking a certain action or parts of an action;

2. Minimizing impacts by limiting the degree or magnitude of the action and its implementation;

3. Rectifying the impact by repairing, rehabilitating, or restoring the affected environment; or

4. Reducing or eliminating the impact over time by preservation and maintenance operations during the life of the action.

Multi-family dwelling: A dwelling constructed or modified into two (2) or more single-family units.

Native species: Species that naturally inhabit an area.

Natural resource specialist: A person with professional qualifications including an academic degree or sufficient professional experience in the subject matter the specialist is being asked to analyze or evaluate.

Natural resource-based recreation (SMA): This term describes recreation activities, uses or facilities that essentially depend on the unique natural, scenic, or cultural resources found within the National Scenic Area. Campgrounds, trails, boating and windsurfing facilities, swimming beaches, picnic sites, viewpoints, interpretive parks, and similar outdoor recreation facilities are considered resource-based; whereas golf courses, tennis courts, and rental cabins are not.

No adverse effect to cultural resources (SMA): The reduction of adverse effects to significant cultural resources to an acceptable level through project modification, redesign, or other measures. This acceptable level of effect shall be determined by the applicant's consultations with the Forest Service, the tribal governments and the State Historic Preservation Officer.

No effect to cultural resources (SMA): The absence of significant cultural resources within the area of a proposed development or change in land use.

Non-profit organization: An organization whose non-profit status has been approved by the U.S. Internal Revenue Service.

Ordinary high water mark: The mark on all streams, ponds, and lakes that will be found by examining the bed and banks and ascertaining where the presence and action of waters are so common and usual, and so long continued in all ordinary years, as to mark upon the soil a vegetative character distinct from that of the abutting upland. In any area where the ordinary high water mark cannot be found, the line of mean high water shall substitute.

Partial retention: A visual quality objective that provides for management activities which may be evident but must remain visually subordinate to the characteristic landscape. Activities may repeat form, line, color, or texture common to the characteristic landscape but changes in their qualities of size, amount, intensity, direction, pattern, etc., shall remain visually subordinate to the characteristic landscape.

Practicable: Able to be done, considering technology and cost.

Pre-existing: Existing prior to the adoption of the Columbia River Gorge National Scenic Area Management Plan.

Prehistoric and historic archaeological resources: Any physical evidence or ruins of human occupation located on or below the surface of the ground that are at least 50 years old.

Project area: The geographic area or areas within which new development and uses may cause changes in the character or use of cultural resources, if any such resources exist.

Public use facility: Recreation development(s) which meet the definition of "recreation facility" in this Management Plan and are open for use by the general public. Private clubs and other facilities limited to members or otherwise restricted in availability shall not be considered public use facilities.

Rare plant species: Used in a generic sense to refer to various categories of sensitive plants cited in federal and state programs.

Recreation facility: A cluster or grouping of recreational developments or improvements located in relatively close proximity to one another, and which are not separated in distance by more than one-quarter mile of land not containing any such developments or improvements, except for roads and/or pathways.

Recreation resources: Areas and facilities that provide recreation opportunities and experiences. Recreation resources include semi-primitive areas with few facilities and developed sites.

Rehabilitation (natural resources): A human activity that returns a wetland, stream, buffer zone, or other sensitive area that was disturbed during construction of a permitted activity to its natural or pre-construction condition.

Repair and maintenance: An activity that restores the size, scope, configuration, and design of a serviceable structure to its previously authorized and undamaged condition. Activities that change the size, scope, and configuration of a structure beyond its original design are not included in this definition.

Resource-based recreation: Those recreation uses which are essentially dependent upon the natural, scenic or cultural resources of the Scenic Area and which do not adversely affect those resources upon which they depend.

Restoration (wetlands): A human activity that converts an area that was formerly a wetland back into a wetland.

This definition presumes that the area to be restored no longer qualifies as a wetland because of past activities, alterations, or catastrophic events.

Retention: A visual quality objective that provides for management activities which are not visually evident to the casual visitor. Management activities may only repeat form, line, color, and texture which are frequently found in the characteristic landscape. Changes in their qualities of size, amount, intensity, direction, pattern, etc., shall not be evident.

Riparian area: The area immediately adjacent to streams, ponds, lakes, and wetlands that directly contributes to the water quality and habitat components of the water body. This may include areas that have high water tables and soils and vegetation that exhibit characteristics of wetness, as well as upland areas immediately adjacent to the water body that directly contribute shade, nutrients, cover, or debris, or that directly enhance water quality within the water body.

Road: The entire right-of-way of any public or private way that provides ingress to or egress from property by means of vehicles or other means or that provides travel between places by means of vehicles. "Road" includes, but is not limited to:

1. Ways described as streets, highways, throughways, or alleys;

2. Road-related structures that are in the right-of-way such as tunnels, culverts, or similar structures; and

3. Structures that provide for continuity of the right-of-way such as bridges.

Scenic Area: The Columbia River Gorge National Scenic Area.

Scenic travel corridor: Those portions of Interstate 84, the Historic Columbia River Highway, Oregon Highway 35, and Washington State Routes 14, 141, and 142 located in the Scenic Area, specifically designated to be managed as scenic and recreational travel routes.

Secretary: The Secretary of Agriculture.

Sensitive species (SMA): Those species of plants or animals on the Federal Register as proposed for classification and are under consideration for official listing as endangered or threatened species, that are on an official state threatened, endangered, and sensitive lists, or that are recognized by the Regional Forester as needing special management to prevent their being placed on federal or state threatened, endangered, and sensitive lists.

Sensitive wildlife habitat sites (SMA): These sites include, but are not limited to, nesting sites of the following: waterfowl, great blue heron, sea gulls, and raptors, such as goshawk, golden and bald eagles, osprey, prairie and peregrine falcons.

Sensitive wildlife species: Those animal species that are (1) listed as endangered or threatened pursuant to federal or state endangered species acts, (2) listed as sensitive by the Oregon Fish and Wildlife Commission, (3) listed as sensitive or species of concern by the Washington Wildlife Commission, or (4) considered to be of special interest to the public, limited to great blue heron, osprey, mountain goat, golden eagle, and prairie falcon.

Service station: A business operated for the purpose of retailing and delivering motor vehicle fuel into the fuel tanks of motor vehicles.

Serviceable: Presently useable.

Shall: Action is mandatory.

Should: Action is encouraged.

Shrub: A woody plant usually greater than 3 feet but less than 20 feet tall that generally exhibits several erect, spreading, or prostrate stems and has a bushy appearance. (Note: For purposes of this management plan, seedlings of woody plants that are less than 3 feet tall shall be considered part of the herbaceous layer.)

Sign: Any placard, poster, billboard, advertising structure or inscribed surface, pattern or artificial lighting, pictorial or symbolic ornament, emblematic structure, banner, fluttering apparatus, statue, model, ornamental figure, or other visually communicative or expressive device that is

visible from an out-of-doors position and is used to advertise or call the public's attention to any public, business, commercial, industrial, recreational or any other activity, object for sale or lease, person or place, or to bear any kind of message. It includes any surface on which a name, text, device, signal, ornament, logotype, or advertising matters is made visible. The meaning of "sign" shall also include any sign currently in disuse, but still visible from an out-of-doors position, any frame or support structure erected specifically to bear or uphold a sign.

Significance (SMA): The quality of a historic, prehistoric, or traditional cultural property that meets the criteria for eligibility to the National Register of Historic Places. This includes cultural resources on local inventories of sites or structures identified by county and city committees.

Significant cultural resource (SMA): A prehistoric or historic district, site, structure, or object that is included in, or eligible for inclusion in, the National Register of Historic Places. [The criteria for evaluating the eligibility of properties for the National Register of Historic Places appears in "National Register Criteria for Evaluation" (36 CFR 60.)]

Skyline: The line which represents the place at which a landform, such as a cliff, bluff or ridge, meets the sky, as viewed from a specified vantage point (generally a Key Viewing Areas, for the purpose of this Management Plan). In areas with thick, unbroken tree cover, the skyline is generally formed by the top of the vegetative canopy. In treeless areas or areas with more open tree cover, the skyline is generally formed by the surface of the ground.

Soil Capability Class: A classification system developed by the U.S. Soil Conservation Service to group soils as to their capability for agricultural use.

Special habitat area: Wetlands, mudflats, shallow water, and riparian vegetation that have high values for waterfowl, shorebirds, raptors, songbirds, upland game, and reptiles.

Special streams: Streams that are primary water supplies for fish hatcheries and rearing ponds.

Stand: A group of trees possessing uniformity as regards to type, age, vigor, or size.

Story: A single floor level of a structure as defined by the Uniform Building Code.

Streams: Those areas where surface water produces a defined channel or bed, including bedrock channels, gravel beds, sand and silt beds, and defined-channel swales. The channel or bed does not have to contain water year-round. This definition is not meant to include irrigation ditches, canals, storm or surface-water runoff structures or other artificial watercourses unless they are used to convey streams naturally occurring prior to construction in such water-courses.

For purposes of these guidelines streams are categorized into two classes: perennial streams and intermittent streams. Perennial stream means a stream that flows year-round during years of normal precipitation. Intermittent stream means a stream that flows only part of the year, or seasonally, during years of normal precipitation.

Structure: That which is built or constructed, an edifice or building of any kind, or any piece of work artificially built up or composed of parts joined together in some definite manner. This includes, but is not limited to buildings, walls, fences, roads, parking lots, signs and additions/alterations to structures.

Subsurface testing: Any procedure that removes material from beneath the ground surface for the purpose of identifying cultural resources, such as shovel tests, posthole digger tests, and auger borings.

Suitability: The appropriateness of land for production of agricultural or forest products or for recreation, considering its capability for production, surrounding uses and features associated with development, compatibility with scenic, cultural, natural and recreation resources, compatibility among uses, and other cultural factors, such as roads, powerlines, dwellings and size of ownership.

Surface survey: A systematic and complete examination of the ground surface conducted on foot for the purpose of identifying cultural resources.

Threatened and endangered species (SMA): Those species whose prospects of survival and reproduction are in immediate jeopardy or are likely to become in danger of extinction in the foreseeable future throughout all or a significant portion of their ranges. These species are listed in 50 CFR 17.11 and 17.12, dated January 1, 1986, published by USDI Fish and Wildlife Service or are on official state lists.

Travelers accommodations: Any establishment having rooms rented or kept for rent on a daily or weekly basis to travelers or transients for a charge or fee paid or to be paid for rental use or use of facilities.

Treaty rights or other rights: Rights reserved by the Indian tribes through the Treaties of 1855. These include the right of fishing at all usual and accustomed places, as well as the privilege of pasturage of livestock and hunting and gathering on open and unclaimed lands in common with the citizens of the states.

Tribal consultation (SMA): The process of seeking comments, concerns or recommendations for the identification, evaluation, and treatment of cultural resources, treaty rights or traditional uses within the vicinity of an undertaking, between a reviewing agency and a tribal government the government-to-government level. Normally this process would involve formal communications between a federal, state or county agency with a tribal governing body. The Scenic Area Act defines the Nez Perce, Umatilla, Warm Springs and Yakima tribal governments as consulting parties.

Tributary fish habitat: Streams that are used by anadromous or resident fish for spawning, rearing, and/or migration.

Undertaking: Any project, activity, program or development or change in land use that can result in changes in the character or use of a cultural resource, if any such cultural resources is located in the area of potential effects. For federal undertakings, the project, activity, or program must be under the direct or indirect jurisdiction of a federal agency or licensed or assisted by a federal agency. Undertakings include new and continuing projects, activities, or programs and any of their elements (36 CFR 800.2(o).

Upland: Any area that does not qualify as a wetland because the associated hydrologic regime is not sufficiently wet to elicit development of vegetation, soils, and/or hydrologic characteristics associated with wetlands.

Utility facility: Any structure which provides for the transmission or distribution of water, sewer, fuel, electricity, communications.

Viewshed: The total landscape seen or potentially seen from all or a part of a key viewing area.

Visual Quality Objective (VQO): Is a set of visual management goals established by the U.S. Forest Service to achieve a desired visual objective. These objectives include retention and partial retention.

Visually subordinate: A description of the relative visibility of a structure where that structure does not noticeably contrast with the surrounding landscape, as viewed from a specified vantage point (generally a Key Viewing Area, for the purpose of this Management Plan). As opposed to structures which are fully screened, structures which are visually subordinate may be partially visible. They are not visually dominant in relation to their surroundings.

Water-dependent: Development and uses that absolutely require, and cannot exist without, access or proximity to, or siting within, a water body to fulfill their basic purpose. Water-dependent activities include, but are not limited to, docks, wharfs, piers, dolphins, certain fish and wildlife structures, boat launch facilities, and marinas. Dwellings, parking lots, spoil and dump sites, roads, restaurants, trails and paths, trailer parks, resorts, and motels are not water-dependent.

Water-related: A development and use not directly dependent upon access to a water body, but whose presence facilitates public access to and enjoyment of a water body. In the General Management Area, water-related activities shall be limited to boardwalks, trails and paths, observation decks, and interpretative aids, such as kiosks and signs.

Wetlands: Those areas that are inundated or saturated by surface or ground water at a frequency and duration suffi-

cient to support, and under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

Wetlands functions: The beneficial roles that wetlands serve, including storage, conveyance, and attenuation of floodwaters and stormwaters; groundwater recharge and discharge; protection of water quality and reduction of sediment and erosion; production of waterfowl, game and nongame birds, mammals, and other living resources; protection of habitat for endangered, threatened, and sensitive species; food chain support for a broad range of wildlife and fisheries; educational, historical, and archaeological value protection; and scenic, aesthetic, and recreational amenities.

Woody plant: A seed plant (gymnosperm or angiosperm) that develops persistent, hard, fibrous tissues.

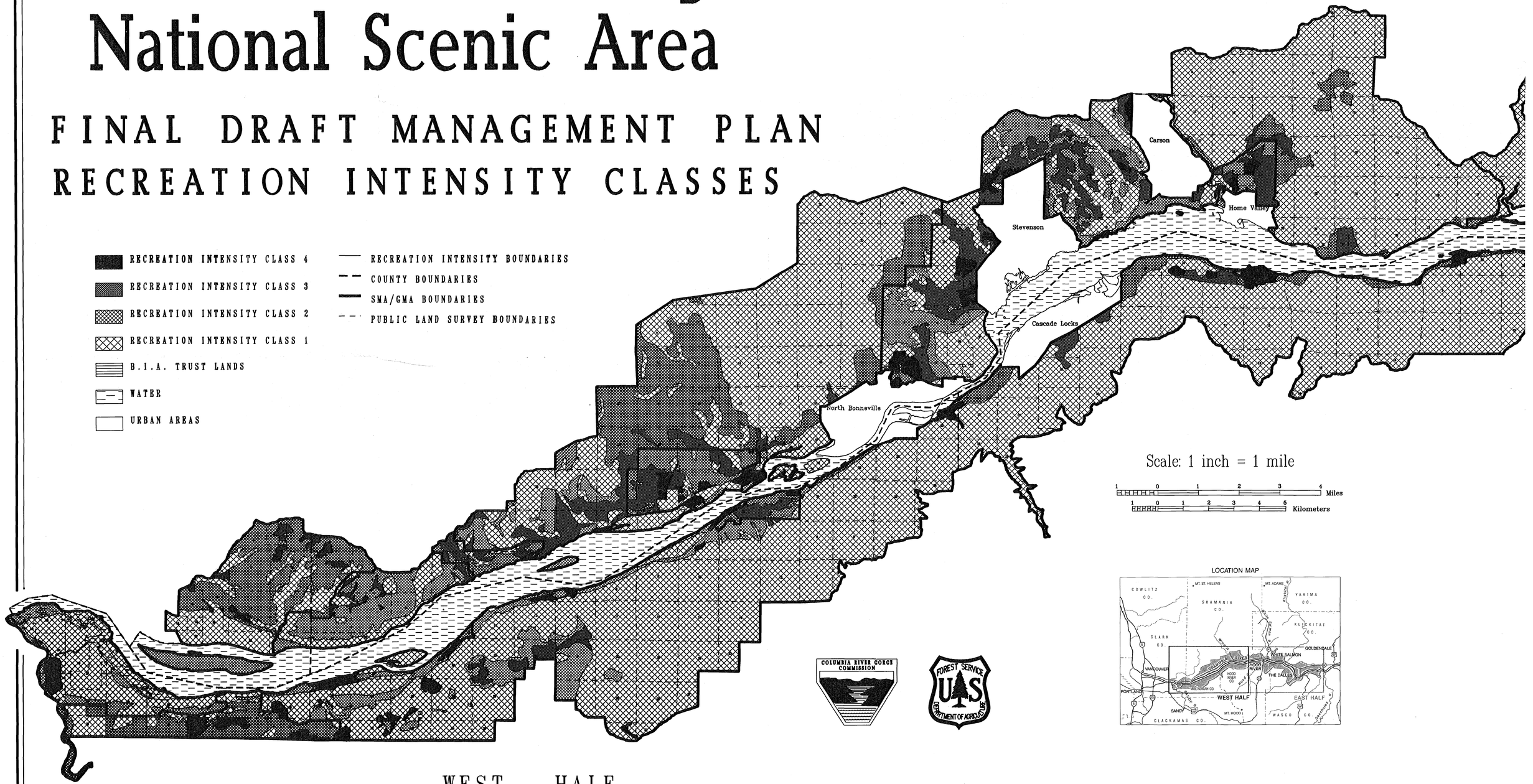
☆ U.S. GOVERNMENT PRINTING OFFICE: 1991—591-207/40,000 REGION NO. 10

Columbia River Gorge National Scenic Area

FINAL DRAFT MANAGEMENT PLAN
RECREATION INTENSITY CLASSES

- RECREATION INTENSITY CLASS 4
- RECREATION INTENSITY CLASS 3
- RECREATION INTENSITY CLASS 2
- RECREATION INTENSITY CLASS 1
- B.I.A. TRUST LANDS
- WATER
- URBAN AREAS

- RECREATION INTENSITY BOUNDARIES
- COUNTY BOUNDARIES
- SMA/GMA BOUNDARIES
- PUBLIC LAND SURVEY BOUNDARIES



Scale: 1 inch = 1 mile

1 0 1 2 3 4 Miles

1 0 1 2 3 4 5 Kilometers

LOCATION MAP

COLUMBIA RIVER GORGE COMMISSION

FOREST SERVICE U.S. DEPARTMENT OF AGRICULTURE

WEST HALF

RECREATION INTENSITY CLASS 4
RECREATION INTENSITY CLASS 3
RECREATION INTENSITY CLASS 2
RECREATION INTENSITY CLASS 1
B.I.A. TRUST LANDS
WATER
URBAN AREAS

RECREATION INTENSITY BOUNDARIES
COUNTY BOUNDARIES
SMA/GMA BOUNDARIES
PUBLIC LAND SURVEY BOUNDARIES

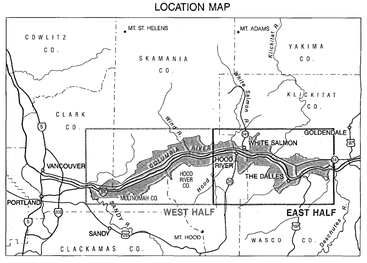
White Salmon/Bingen
Hood River
Mosier
Lyle
Wishram
Dallesport
The Dalles

Scale: 1 inch = 1 mile

1 0 1 2 3 4 Miles

1 0 1 2 3 4 5 Kilometers

LOCATION MAP



LARGER SCALE MAPS SHOWING GREATER DETAIL (1:24,000 U.S.G.S. QUADRANGLE MAPS) ARE AVAILABLE FROM THE U.S. FOREST SERVICE AND COLUMBIA RIVER GORGE COMMISSION OFFICES.

COMPUTER-GENERATED MAP ORIGINALS PRODUCED USING GEOGRAPHIC INFORMATION SYSTEM, "ARC/INFO" SOFTWARE BY THE U.S. FOREST SERVICE, COLUMBIA RIVER GORGE NATIONAL SCENIC AREA.

APRIL 26, 1991

EAST HALF

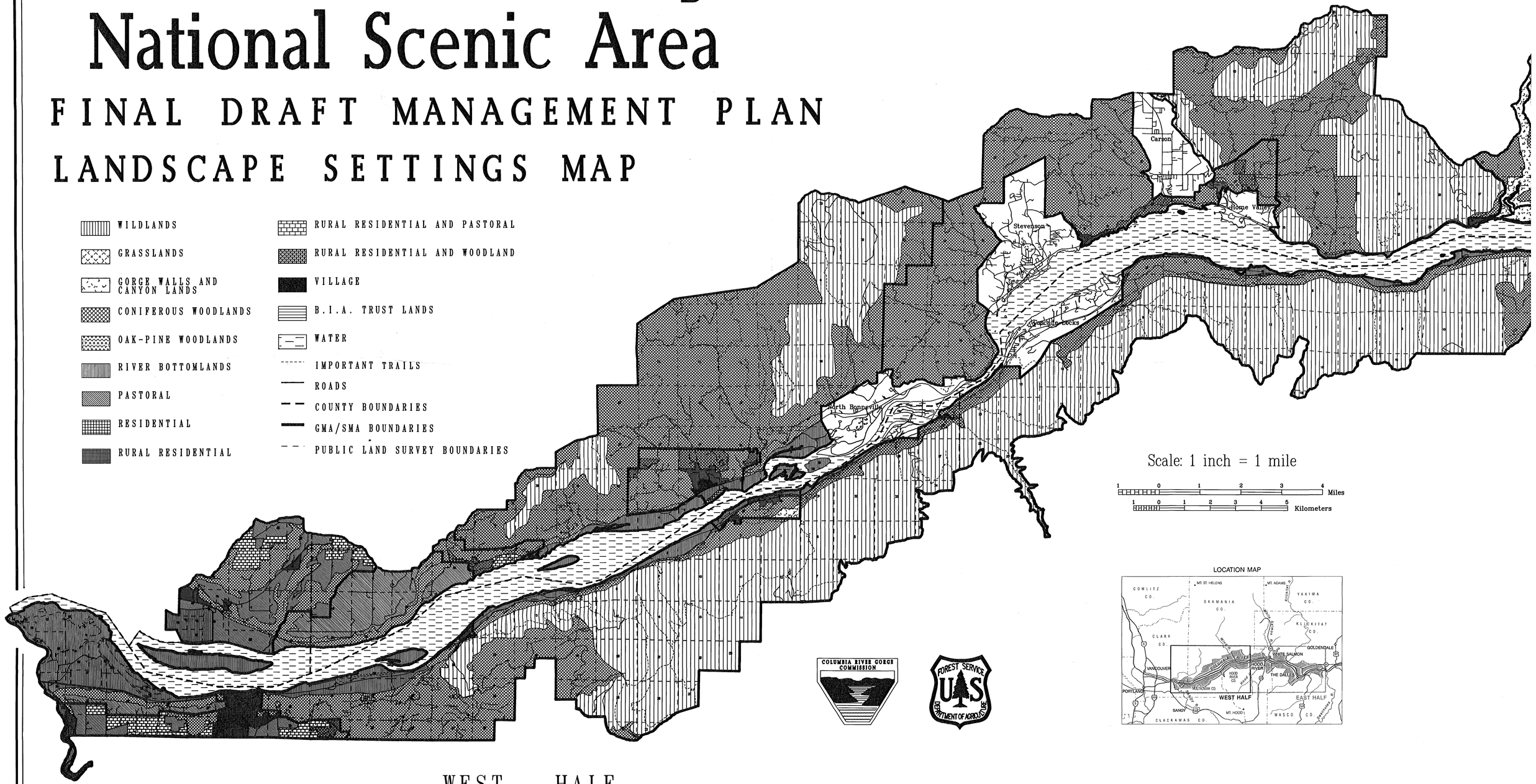
© U.S. GOVERNMENT PRINTING OFFICE: 1991—591-207/40,001 REGION NO. 10

Columbia River Gorge National Scenic Area

FINAL DRAFT MANAGEMENT PLAN

LANDSCAPE SETTINGS MAP

- WILDLANDS
- GRASSLANDS
- GORGE WALLS AND CANYON LANDS
- CONIFEROUS WOODLANDS
- OAK-PINE WOODLANDS
- RIVER BOTTOMLANDS
- PASTORAL
- RESIDENTIAL
- RURAL RESIDENTIAL
- RURAL RESIDENTIAL AND PASTORAL
- RURAL RESIDENTIAL AND WOODLAND
- VILLAGE
- B.I.A. TRUST LANDS
- WATER
- IMPORTANT TRAILS
- ROADS
- COUNTY BOUNDARIES
- GMA/SMA BOUNDARIES
- PUBLIC LAND SURVEY BOUNDARIES



WEST HALF

Scale: 1 inch = 1 mile

1 0 1 2 3 4 Miles

1 0 1 2 3 4 5 Kilometers

LOCATION MAP

COLUMBIA RIVER GORGE COMMISSION

FOREST SERVICE U.S. DEPARTMENT OF AGRICULTURE

WILDLANDS
GRASSLANDS
GORGE WALLS AND CANYON LANDS
CONIFEROUS WOODLANDS
OAK-PINE WOODLANDS
RIVER BOTTOMLANDS
PASTORAL
RESIDENTIAL
RURAL RESIDENTIAL

RURAL RESIDENTIAL AND PASTORAL
RURAL RESIDENTIAL AND WOODLAND
VILLAGE
B.I.A. TRUST LANDS
WATER
IMPORTANT TRAILS
ROADS
COUNTY BOUNDARIES
GMA/SMA BOUNDARIES
PUBLIC LAND SURVEY BOUNDARIES

White Salmon-Bingen

Hood River

Dallesport

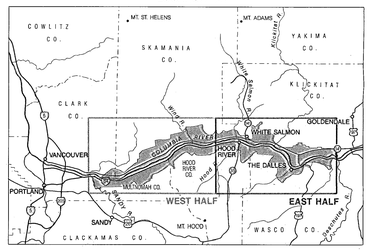
The Dalles

Scale: 1 inch = 1 mile

1 0 1 2 3 4 Miles

1 0 1 2 3 4 5 Kilometers

LOCATION MAP



LARGER SCALE MAPS SHOWING GREATER DETAIL (1:24,000 U.S.G.S. QUADRANGLE MAPS) ARE AVAILABLE FROM THE U.S. FOREST SERVICE AND COLUMBIA RIVER GORGE COMMISSION OFFICES.

COMPUTER-GENERATED MAP ORIGINALS PRODUCED USING GEOGRAPHIC INFORMATION SYSTEM, "ARC/INFO" SOFTWARE BY THE U.S. FOREST SERVICE, COLUMBIA RIVER GORGE NATIONAL SCENIC AREA.

APRIL 26, 1991

EAST HALF

☆ U.S. GOVERNMENT PRINTING OFFICE: 1991—591-007/40,001 REGION NO. 10

Columbia River Gorge National Scenic Area

FINAL DRAFT MANAGEMENT PLAN
LAND USE DESIGNATIONS

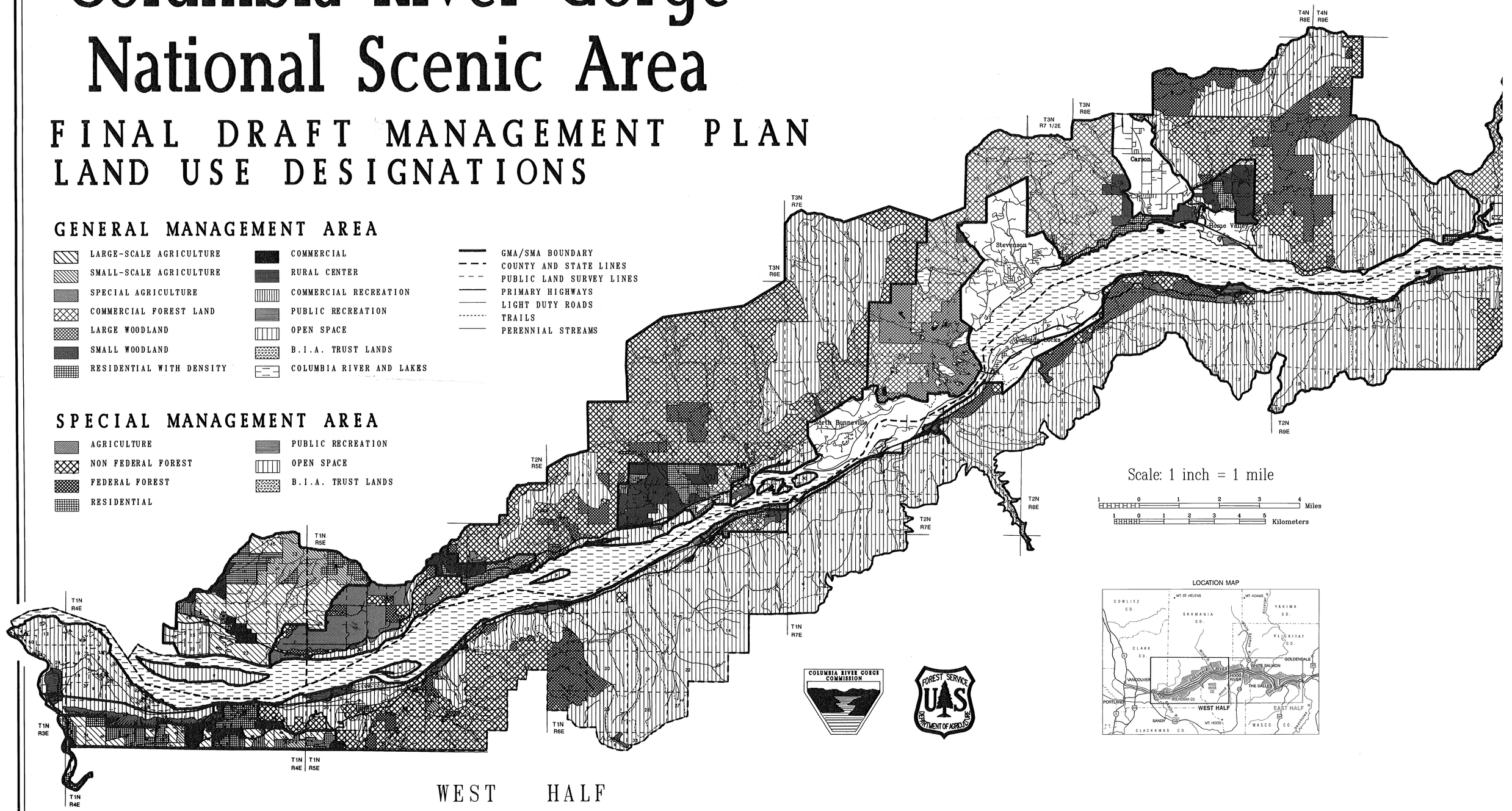
GENERAL MANAGEMENT AREA

- LARGE-SCALE AGRICULTURE
- SMALL-SCALE AGRICULTURE
- SPECIAL AGRICULTURE
- COMMERCIAL FOREST LAND
- LARGE WOODLAND
- SMALL WOODLAND
- RESIDENTIAL WITH DENSITY
- COMMERCIAL
- RURAL CENTER
- COMMERCIAL RECREATION
- PUBLIC RECREATION
- OPEN SPACE
- B.I.A. TRUST LANDS
- COLUMBIA RIVER AND LAKES

- GMA/SMA BOUNDARY
- COUNTY AND STATE LINES
- PUBLIC LAND SURVEY LINES
- PRIMARY HIGHWAYS
- LIGHT DUTY ROADS
- TRAILS
- PERENNIAL STREAMS

SPECIAL MANAGEMENT AREA

- AGRICULTURE
- NON FEDERAL FOREST
- FEDERAL FOREST
- RESIDENTIAL
- PUBLIC RECREATION
- OPEN SPACE
- B.I.A. TRUST LANDS



Scale: 1 inch = 1 mile

1 0 1 2 3 4 Miles

1 0 1 2 3 4 5 Kilometers

LOCATION MAP

COLUMBIA RIVER GORGE COMMISSION

FOREST SERVICE U.S. DEPARTMENT OF AGRICULTURE

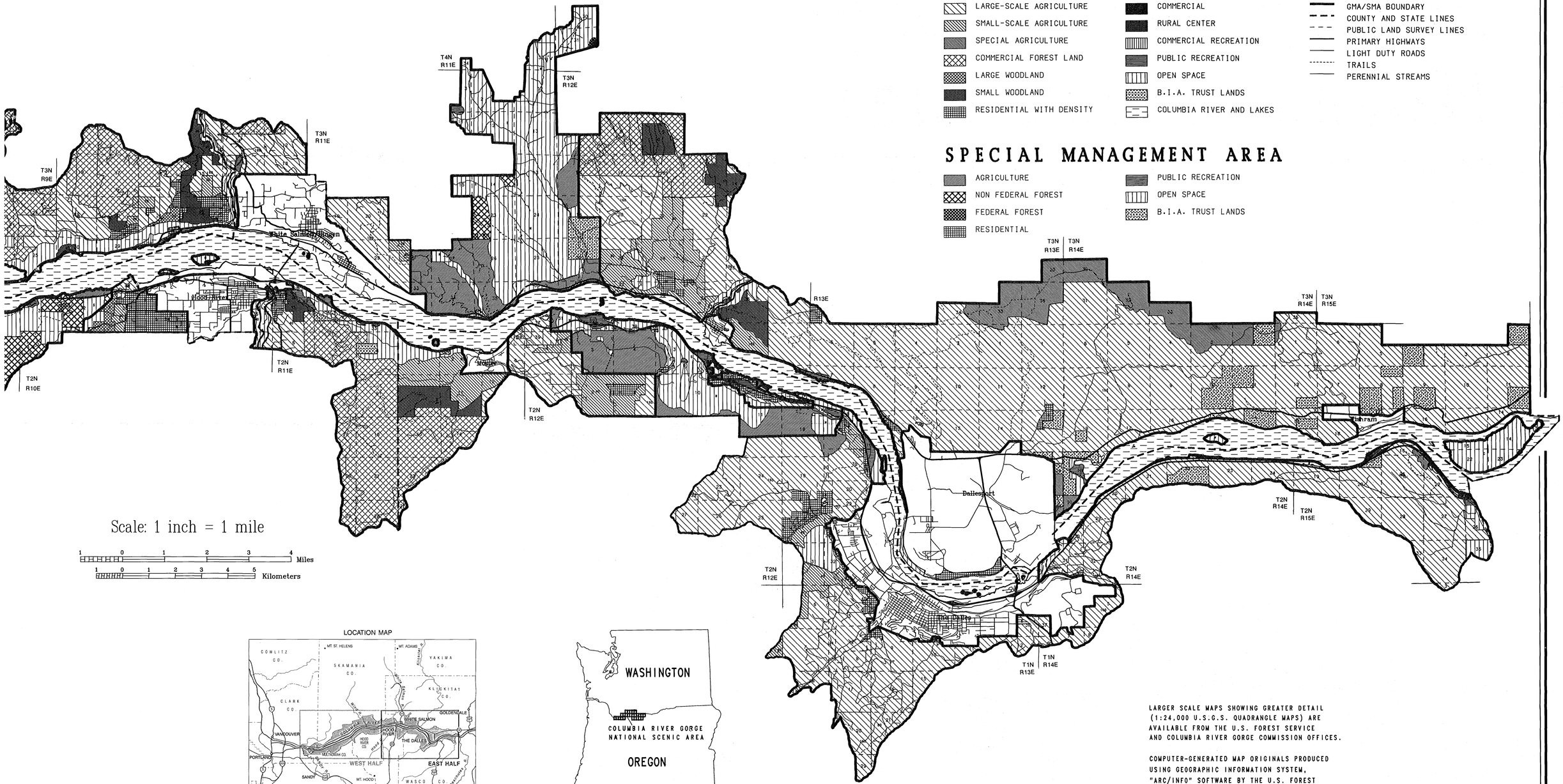
WEST HALF

GENERAL MANAGEMENT AREA

- LARGE-SCALE AGRICULTURE
- SMALL-SCALE AGRICULTURE
- SPECIAL AGRICULTURE
- COMMERCIAL FOREST LAND
- LARGE WOODLAND
- SMALL WOODLAND
- RESIDENTIAL WITH DENSITY
- COMMERCIAL
- RURAL CENTER
- COMMERCIAL RECREATION
- PUBLIC RECREATION
- OPEN SPACE
- B.I.A. TRUST LANDS
- COLUMBIA RIVER AND LAKES
- GMA/SMA BOUNDARY
- COUNTY AND STATE LINES
- PUBLIC LAND SURVEY LINES
- PRIMARY HIGHWAYS
- LIGHT DUTY ROADS
- TRAILS
- PERENNIAL STREAMS

SPECIAL MANAGEMENT AREA

- AGRICULTURE
- NON FEDERAL FOREST
- FEDERAL FOREST
- RESIDENTIAL
- PUBLIC RECREATION
- OPEN SPACE
- B.I.A. TRUST LANDS



Scale: 1 inch = 1 mile

1 0 1 2 3 4 Miles

1 0 1 2 3 4 5 Kilometers

LOCATION MAP

LARGER SCALE MAPS SHOWING GREATER DETAIL (1:24,000 U.S.G.S. QUADRANGLE MAPS) ARE AVAILABLE FROM THE U.S. FOREST SERVICE AND COLUMBIA RIVER GORGE COMMISSION OFFICES.

COMPUTER-GENERATED MAP ORIGINALS PRODUCED USING GEOGRAPHIC INFORMATION SYSTEM, "ARC/INFO" SOFTWARE BY THE U.S. FOREST SERVICE, COLUMBIA RIVER GORGE NATIONAL SCENIC AREA.

APRIL 26, 1991

EAST HALF

☆ U.S. GOVERNMENT PRINTING OFFICE: 1991—591-207/40,001 REGION NO. 10

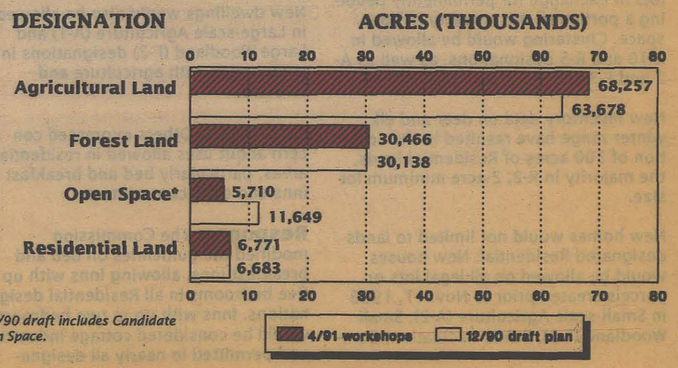
COLUMBIA RIVER GORGE COMMISSION

Bulk Rate
Permit #76
White Salmon, WA
98672

"The best, and perhaps most dangerous virtue of the Gorge, is that it is splendidly accessible... Do not let this accessibility be the destructive force it has been to so many other classic and irreplaceable landscapes."
Bethesda, Maryland

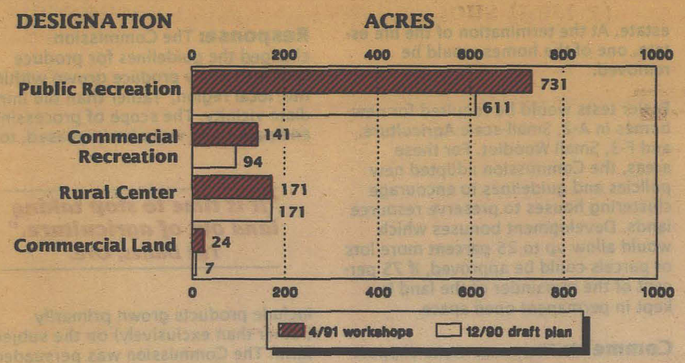
"We agree that housing developments should not be allowed at random... but there is a happy medium."
Lyle, Wash.

Proposed Land Use Designations (Part 1)



* 12/90 draft includes Candidate Open Space.

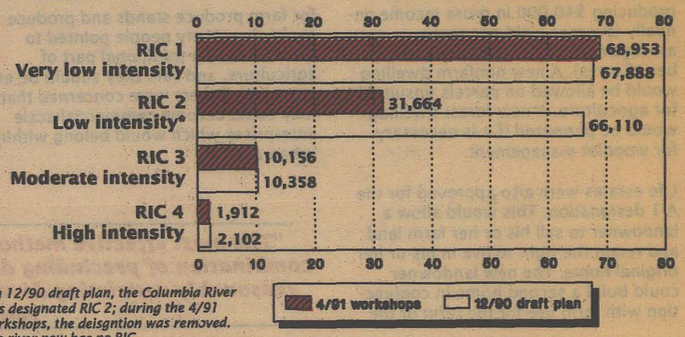
Proposed Land Use Designations (Part 2)



"The nearly 300 pages of restrictions are endless and we don't have the expertise or the time to read, analyze and comment on them."
The Dalles, Ore.

"Thank you for so effectively acting as a common enemy, and thereby uniting (windsurfers) with loggers, retirees, Native Americans and just plain regular people." *Bingen, Wash.*

Proposed Recreation Intensity Classes



* In 12/90 draft plan, the Columbia River was designated RIC 2; during the 4/91 workshops, the deisgntion was removed. The river now has no RIC.

"This is a National Scenic Area. It is not just a playground for Portland, nor should it be held for the exclusive use of Gorge residents... This is not a time for who has the loudest voice or the largest presence, but it is a time for merging ideas, compromising and finding solutions..."
Hood River, Ore.

Handout #7
9-3-91
B-3

GMA Gorge Planning Update

June 1991

Chronology of General Management Area (GMA) Planning

Act passed by Congress November 1986

Congress, responding to decades of debate over how to manage the Columbia River Gorge, creates the 290,000 acre National Scenic Area.

Nearly 150,000 acres of General Management Area (GMA) are placed under the planning jurisdiction of a bi-state commission, the Columbia River Gorge Commission.

Another 115,000 acres is designated Special Management Area (SMA), and the Forest Service is directed to plan for these lands.

Urban Areas, nearly 29,000 acres, are exempt from planning by either agency.

Commission appointed June 1987

The charter members of the Columbia River Gorge Commission are appointed and the board conducts its first meeting in The Dalles, Ore.

Washington governor appointees are Dave Cannard, Stuart Chapin and Gayle Rothrock.

Oregon governor appointees are Barbara Bailey, Don Clark, and Stafford Hansell.

Each of the Gorge counties also names a representative: Pat Bleakney (Klickitat), Ray Matthew (Wasco), Joyce Reinig (Hood River), Kristine Olson Rogers (Multnomah), Nancy Sourek (Skamania), and Bob Thompson (Clark).

Art DuFault, U.S. Forest Service Scenic Area Manager, is appointed as a nonvoting member, representing the Secretary of Agriculture.

Studies and inventories October 1988

The first leg of the Commission's work for the GMA is complete. Studies and inventories of Gorge resources, recreation and economic development, all mandated by the Scenic Area Act, are presented for public review.

Studies reveal a region rich in cultural, natural and scenic resources, diverse recreation facilities and potential, and economic opportunities.

Continued on page 2.

April workshops produce plan changes

This newsletter summarizes some of the key changes made by the Gorge Commission to its preliminary draft management plan for General Management Areas, distributed in January 1991. Release of the plan was followed by four public hearings, at which 260 people testified. About 900 people also submitted written comment on the draft plan.

In April the Commission met to review public comment and consider changes to the draft. At six all-day public workshops the Gorge Commissioners reviewed changes recommended by its staff, and brought to the discussion their own ideas and concerns. Representatives of the two states, the counties, cities and tribal governments also participated in the workshops and helped shape the draft plan revisions.

"Create parks, river access, scenic overlooks and trailheads... People will be encouraged to stop and spend time as well as dollars in the Gorge."
Hood River, Ore.

The Commission is grateful to those who took the time to examine its preliminary draft plan and share their comments, orally and in writing. Those comments have played a key role rounding out the Commission's understanding of its plan, and framed the changes which have made it a better document.

As part of the Commission workshops, changes were also made to the map of preliminary land use designations and recreation intensity classes. Acreage changes are shown in charts on page 8. Commission staff continues to consult with the six Gorge counties to refine these maps.

"I think it's unfortunate that the focus of the media and the general scuttlebutt tends to be, 'Look what we can't do now.' For the most past, I am pleased with the process and with the product of the planning staff." *Mosier, Ore.*

Overall changes

There are several common themes of changes throughout the preliminary draft plan:

- The Commission reduced burdens upon and costs to property owners.
- The Commission reduced implementation burdens upon the counties.
- The Commission dropped some regulations and instead relied upon existing state and federal regulations where they achieve the level of protection required by the Act.
- The Commission clarified policies and guidelines which caused confusion.
- The Commission eliminated some of the detail in the guidelines to give counties greater flexibility in their ordinances.
- The Commission changed the role of state agencies in the plan to reduce implementation burdens.
- The Commission streamlined several guidelines after weighing the

"The thing that is wrong with the plan is that the planners and the Commission forgot all about the people."
Stevenson, Wash.

COLUMBIA RIVER GORGE COMMISSION

Columbia River Gorge Commission
P.O. Box 730
White Salmon, WA 98672
509-493-3323

GMA Planning Chronology, continued from page 1

Preliminary maps October 1989

Phase 2 of the Commission's work is complete with the release of preliminary land use designation and recreation intensity class maps. Maps are reviewed at open houses throughout the Gorge.

Preliminary draft plan December 1990

The Commission releases a preliminary draft management plan for the GMA. The document incorporates updated draft land use designations and recreation intensity class maps, along with goals, policies and guidelines to govern land and resource use.

Release of the plan is followed by an intensive public involvement period, with information open houses Gorge-wide, public hearings, and a written comment period. More than 1,200 comments are received.

The Forest Service draft plan for SMAs is released two months earlier.

Changes to preliminary plan April 1991

The Commission meets for six days to make changes to its preliminary plan, responding to concerns raised by local and state governments, Indian tribal nations, interest groups and local residents and landowners.

"You have made some very tough decisions after patiently and fairly listening to all people affected." ***Vancouver, Wash.***

"Wake up and listen to the public mandate." ***Bingen, Wash.***

Temporary Injunction May 1991

As the Commission and Forest Service are poised to print a final GMA/SMA draft management plan, a temporary injunction stops them. Plaintiffs question the agencies' compliance with state and federal environmental policy acts. The Commission awaits a ruling on a permanent injunction before it can proceed.

Economic Development

Comment: Many people said they were unhappy with the Commission's approach to economic development. They reminded the Commission that the second purpose of the Scenic Area Act is to protect and support the local economy by encouraging growth in 13 designated Urban Areas.

"Let's protect and care for the Gorge not by treating it as too holy for use, but by judiciously enhancing peoples' use, appreciation and stewardship." ***Milwaukie, Ore.***

Response: The Commission reorganized the Economic Development section to compile material from throughout the preliminary draft and to explain how the management plan would accomplish the second purpose of the Scenic Area Act.

Minimum lot sizes would *stabilize the land base that supports agriculture and forestry*, two important traditional resource-based industries. Guidelines limiting uses which conflict with agricultural and forestry practices would protect the ability of farmers, ranchers and woodlot owners to manage their operations.

The management plan would also *enhance the economic viability of Gorge communities.* New businesses will be funneled into 13 designated Urban Areas, generally areas with urban levels of services and existing development. This influx of new development should enhance local tax bases and rehabilitate commercial districts and downtown areas.

"Growth pressures now being experienced in the rural areas will focus on the Urban Areas and transform them from struggling little burgs into vital, happening communitites." ***Underwood, Wash.***

The management plan would *allow appropriate commercial development outside Urban Areas*, including two Rural Centers, Skamania. Five areas along major travel corridors have also been identified for commercial uses which cater to the traveling public. There are another five areas outside Urban Areas which are now devoted to industrial use. These sites would be allowed expand (on the dedicated site) or be converted to commercial use.

"Speaking as a small business owner, I expect to benefit by the increasing number of tourists who are drawn here." ***White Salmon, Wash.***

The draft plan would allow small-scale commercial uses in other designations, also. It lists bed and breakfast inns, cottage industries and home occupations as allowable uses in many designations. The size and scope of these small businesses would be limited to protect the character of rural residential areas and to avoid adverse effects on scenic and other resources.

"The drafters of the Gorge Act repeatedly emphasized in their debate on the floor of the Senate that the statute was designed to carefully balance 'the environmental needs of the Gorge with its economic needs.'" ***The Dalles, Ore.***

In addition, fresh produce stands and wineries would be allowed on agricultural and forest land.

The management plan would *encourage public and private recreation* to help stimulate and disperse tourism. The plan designates five areas for Commercial Recreation, including uses such as overnight accommodations, restaurants and developed recreation facilities. These sites were carefully selected to prevent direct competition with Urban Areas and to take advantage of unique resources found at each site.

In addition, 73 areas have been designated Public Recreation to accommodate publicly-owned day use and overnight camping. These areas comprise 731 acres.

Recreation Intensity Classes have also been assigned to all lands in the General Management Area. They will govern the type of recreation use and development allowed. RICs 3 and 4, comprising 12,068 acres or 11 percent of the GMA, would allow commercial-scale recreation, such as tent and RV campgrounds.

"We need to work in concert to assure that the economic well-being of Gorge residents is considered just as important as the protection of the area's scenic, cultural, natural and recreational resources." ***White Salmon, Wash.***

Residential Land

Comment: Some people were concerned that Residential designations were too limited and would constrict residential development.

Response: The Commission adopted a new tool to allow residential development in a way that may help protect the rural character of the landscape: clustering. Clustering can give the developer a bonus of more building lots in exchange for permanently devoting a portion of the property to open space. Clustering would be allowed in R-10 and R-5 designations, as well as A-2 and F-3.

New inventory data on deer and elk winter range have resulted in the addition of 300 acres of Residential lands, the majority in R-2, 2-acre minimum lot size.

New homes would not limited to lands designated Residential. New houses would be allowed on all legal lots or parcels created prior to Nov. 17, 1986 in Small-scale Agriculture (A-2), Small Woodland (F-3), Public Recreation, Commercial Recreation, Rural Center and Commercial designations.

"Residential development is perhaps the greatest threat to protection and enhancement of the resources." ***Portland, Ore.***

New dwellings would also be allowed in Large-scale Agriculture (A-1) and Large Woodland (F-2) designations in conjunction with agriculture and forestry.

Comment: Others expressed concern about uses allowed in residential areas, particularly bed and breakfast inns and child care centers.

Response: The Commission modified the guidelines on bed and breakfast inns, allowing inns with up to five bedrooms in all Residential designations. Inns with up to two bedrooms would be considered cottage industries and permitted in nearly all designations. Inns proposed in historic homes would also be allowed to have up to five rooms, regardless of the land use designation.

Guidelines for child care centers have also been modified. Now, accredited child care centers would be allowed in the R-1 and R-2 designations, and in existing churches or community buildings in other residential areas.

"Virtually all of the growth is directed to Urban Areas and not everyone desiring to live in the Gorge is urbane." ***Goldendale, Wash.***

Smaller-scale child care could also be provided within existing homes, as a home occupation or cottage industry, in most designations.

Agricultural and Forest Land

Comment: There was concern expressed on both sides of whether to allow land divisions and new dwellings on agricultural and forest land. Some people argued that they should not be allowed unless they meet a strict needs test. Others said there should be an easy test for a new dwelling or no test at all.

Response: The Commission provided a range of minimum lot sizes for the A-1 designation, Large-Scale Agriculture, from 40 to 160 acres. A new dwelling in conjunction with farm use would be allowed if the land on which it would be built is capable of producing $40,000 in gross income annually (average yield per acre x average commodity/unit price x number of acres). A new nonfarm dwelling would be allowed on parcels unsuitable for agriculture. A new forest dwelling would be permitted if it is necessary for woodlot management.

Life estates were also approved for the A-1 designation. This would allow a landowner to sell his or her farm land and retain the right to live in his or her original home. The new landowner could build a second home in conjunction with farm use for the term of the estate. At the termination of the life estate, one of the homes would be removed.

Easier tests would be required for new homes in A-2, Small-scale Agriculture, and F-3, Small Woodlot. For these areas, the Commission adopted new policies and guidelines to encourage clustering houses to preserve resource lands. Development bonuses which would allow up to 25 percent more lots or parcels could be approved, if 75 percent of the remainder of the land is kept in permanent open space.

Comment: There was some support for farm produce stands and produce packaging. Many people pointed to these uses as a traditional part of agriculture, and said they should be encouraged. Others were concerned that they could become commercial-scale enterprises which would belong within Urban Areas.

"We must, to be successful, make the best and most efficient use of the limited range resources; that is what keeps (cattlemen) in business." ***Goldendale, Wash.***

Response: The Commission changed the guidelines for produce stands to allow produce grown within the "local region," rather than the immediate vicinity. The scope of processing and packaging was also increased, to include products grown primarily (rather than exclusively) on the subject farm. The Commission was persuaded that these changes would help encourage a traditional use yet keep it at a scale appropriate for agricultural land.

"It is time to stop taking land out of agriculture." ***The Dalles, Ore.***

Other changes: The Commission, in response to a comment from the timber industry, added a guideline to allow caretaker residences for the term of a logging operation. It also added a guideline to allow portable processing facilities.

Fire protection standards relating to structural requirements were encouraged, rather than required, to make the standards consistent with Uniform Building Codes.

"The most effective method to protect resource lands is a combination of precluding development in sensitive areas and reasonably restricting development in less sensitive areas." ***Portland, Ore.***

Cultural Resources

Comment: A common complaint about the preliminary draft plan for the GMA was the requirement that landowners and developers pay for cultural resource reconnaissance surveys. Many argued that the cost for surveys should be borne by the Commission. Others said that surveys were required too often, thus increasing development costs and lengthening the time for local governments to process land use applications.

Response: The Commission now recognizes two classes of development, large- and small-scale. Small-scale development includes single family dwellings and accessory structures (decks, garages, etc.) and new cultivation of agricultural land. For these types of development, the Commission would pay the cost of a reconnaissance survey. For large-scale projects, such as multi-family residential, commercial development and all recreation facilities, the developer would pay for the survey.

The Commission also agreed to request funds to survey the entire GMA, to minimize the need for future surveys.

To reduce the number of reconnaissance surveys required, the Commission added modification, expansion, and replacement of existing structures to the list of developments exempt from the survey requirement. (Fences, power poles and developments which would create little or no ground disturbance are also exempt.)

"The plan goes a long way towards fulfilling the objectives of the Gorge Act by providing for a generally high level of protection for tribal treaty rights and cultural resources." Warm Springs, Ore.

Comment: Many people asked the Commission to pay more attention to historic buildings and structures; they felt the preliminary plan over-emphasized prehistoric artifacts and sites.

Response: The Commission has reorganized the cultural resources chapter to help people distinguish between the types of surveys and standards required for historic standing buildings and for prehistoric resources.

Comment: Some people expressed concern about determining the significance of cultural resources.

Response: The Commission expanded its criteria for determining significance to give Indian tribal governments a greater role. Now, a resource can be found to be significant if it is deemed culturally significant or sensitive to the tribes, even though it doesn't meet other significance tests.

If there is a disagreement about a resource's significance, a Cultural Resources Advisory Committee (composed of cultural resource professionals and tribal representatives) will be asked to make a recommendation to the county.

Comment: Several government agencies, particularly the State of Washington, objected to state Historic Preservation Officers making final decisions about whether proposed development would adversely affect cultural resources.

"Landowners and developers must not be saddled with the costs associated with (inventorying and protecting) cultural resources." Stevenson, Wash.

Response: The Commission now proposes that SHPOs play an advisory role, with the counties making final decisions.

Commercial Land

Comment: May people supported cottage industries and home occupations as a way to allow commercial activity, while respecting the rural character outside of Urban Areas.

Response: The Commission will allow home occupations and cottage industries in nearly every land use designation. (The exceptions are Open Space and Agriculture--Special). This will allow small-scale commercial uses, so long as they do not affect resources and adjacent land uses.

Guidelines governing hours of operation for bed and breakfast inns were dropped, and the number of bed and breakfast bedrooms allowed was increased from two to five in all Residential designations.

Small businesses starting in homes are a vital part of our free enterprise system and a common source of family income in rural areas (including the Gorge.)" Corbett, Ore.

In addition, cottage industries policies were changed to permit nonfamily members of the household to be employed; in the preliminary draft only family members were allowed.

Comment: Several people commented on specific lands designated commercial. Many asked for additional designations, particularly at Rowena.

"Congress clearly intended that we continue to live, work and use the Gorge. If you leave us only with the ability to look at the Gorge, you have taken the resource away from us." Maryhill, Wash.

Response: The Commission decided that land at Rowena does not meet its criteria for designation as Commercial because there is no existing commercial use. It did add two other commercial areas, however: property in Troutdale which has received approval for a garden restaurant and an existing tavern on Belle Center Road in Skamania County.

Recreation Resources

Recreation generated the most comment; half of the people who submitted written comments, 432, had opinions on these resources.

Many reminded the Commission that recreation is one of the resources called out in the Act for protection and enhancement and deserves greater emphasis; others felt the preliminary plan over-emphasized recreation to the detriment of scenic, cultural and natural resources.

There was also a good showing of support for the Commission's proposed trail policies.

Comment: A large number of people asked the Commission to allow higher levels of recreation development at suitable sites and to plan specifically for more river access.

Response: The guidelines for Recreation Intensity Classes have been changed to allow more intense development. Day use parking at the highest intensity sites was increased from 200 to 250 cars, and campground sites were increased from 150 to 175 units. Similar increases were endorsed for low and moderate intensity sites.

Variance criteria for buffers and setbacks applying to riverfront recreation sites were streamlined to make it make it easier to meet the Act's mandate to increase recreational river access.

The Commission also increased the Recreation Intensity Class for an upland area at Avery to allow necessary river access-related support facilities (such as campgrounds) and added a river access site in Klickitat County to the Recreation Development Plan.

The Commission removed Recreation Intensity Classes from the Columbia River and its tributaries. Prior classes could have restricted proposed recreation uses in the river which would otherwise be consistent with plan provisions and state and federal law.

"I think there should be more river access for all types of recreation." Cook, Wash.

Comment: A number of people called for adding Urban Area recreation sites to the Commission's Recreation Development Plan. Sites identified in the plan reflect the Commission's highest priorities for federal recreation funds, and highlight projects it endorses for other funds. Some people highlighted the need for a mechanism to add potential sites to the existing inventory.

"The Columbia Gorge is a unique area in geography and climate. This is the only place in the world where the terrain and weather can create so many chances for so many varied types of recreation. The Gorge Commission should be looking into ways to increase these uses of the Gorge without further damage to the environment." Seattle, Wash.

Response: The Commission adopted a new policy to evaluate potential Urban Area recreation sites for future inclusion in the Recreation Development Plan, in consultation with applicable agencies.

To allow flexibility to plan for future recreation needs, the Commission also decided that it could add new recreation sites to its potential sites inventory.

Comment: Some people commented about the importance of coordinating recreation with other planning. In particular, several local government agencies raised concerns about the impacts of increased recreational river access on safety and law enforcement.

"I would like to see the Commission adopt a plan which controls recreation development as zealously as it does any type of development because they all have the potential for damage." Dallesport, Wash.

Response: The Commission added new policies and guidelines to require that safety, law enforcement and related issues be addressed in increasing river access. It also agreed to facilitate a comprehensive strategy for augmenting funds for service providers.

Comment: A number of people felt that the preliminary draft did not provide sufficient areas designated for commercial recreation uses.

Response: Private lands providing access to the Wind River hot springs, which were preliminarily designated candidate Open Space because of sensitive wildlife habitat, were redesignated Commercial Recreation. This decision followed extensive consultation with the Washington Dept. of Wildlife resulting in refinements to the plan allowing for additional recreation (including overnight accommodations) while protecting important habitat values.

Comment: Many recreation advocates, particularly windsurfers, feared that policies in the preliminary draft plan could result in closure or reduction of existing river access sites. They urged the Commission to protect recreation uses at existing river access sites.

Response: The Commission added a policy clarifying that plan provisions would not apply to recreation uses which existed as of the date of plan adoption, and that existing uses would be protected and allowed to continue. More specifically, the Commission redesignated Doug's Beach, a world-renowned windsurfing site, as Public Recreation, rather than as a candidate for Open Space. In addition, the Commission endorsed specific recommendations to evaluate the significance of cultural resources on the site and develop measures to protect such resources prior to development.

Other Comments: Many people objected to designating .5 percent of the GMA as Public and Commercial Recreation. They said that at least 5 percent of the area should be devoted to recreation use.

Response: Some people were confused about the Commission's Recreation Intensity Class system. The land designated for Public and Commercial Recreation are those public lands with existing and planned major development, such as state parks, and areas with existing or approved commercial recreation development. The amount of recreation development, however, will be governed by Recreation Intensity Classes. Classes 3 and 4, moderate and high-intensity, include 11 percent of the GMA (excluding the Columbia River and BIA land), or more than 12,000 acres. These are lands on which commercial-scale development could be approved, if certain conditions are met.

"I love hiking the Gorge. I don't want to see her disgraced with development." Hudson, Wisconsin

"Your parking limitations seem bent on encouraging a 'game preserve' mentality." Bingen, Wash.

Open Space

Comment: Comments on Open Space were divided. Many people said that the Open Space designation was used too freely; they were concerned that affected landowners would be left with no use of their property. Others supported the designation as proposed in the preliminary draft plan. Several people felt that many sensitive resources were not designated Open Space and would be destroyed by new development, in violation of the Scenic Area Act.

Response: The Commission reduced the amount of land designated candidate Open Space from 11,649 acres to 5,710 acres (see land use designation chart). The Open Space designation was removed from 19 areas, including Doug's Beach, Columbia Hills,

"Great care in the use of Open Space designation is required. It is a management tool suggested when all else fails." ***The Dalles, Ore.***

"Open Space designation will constitute a taking of our private property." ***The Dalles, Ore.***

Woody's Lake, and the bluffs surrounding Lyle.

The boundaries for some areas designated Open Space were reduced to ensure that they include only the most significant and sensitive lands. Special efforts were made to exclude lands with improvements.

Open Space was retained for eight areas with public lands and two areas with willing private owners.

Other areas were given a new designation, Agriculture--Special, which would allow ongoing grazing but prevent new cultivation that would destroy rare plants and significant plan communities.

The Commission directed that the Open Space designation on private lands be re-examined when the plan is up for its first periodic review in five years. In addition, it prioritized efforts to acquire or exchange those lands where a landowner's objectives would conflict with the protection of open space resources.

Comment: Several local entities, particularly Scenic Area port districts, feared that the Open Space designation would hamper transportation on the river and make Urban Area revisions more difficult.

Response: Open Space was removed from the Columbia River, which totalled over 33,000 acres in the preliminary draft plan. In these areas the Commission felt that other provisions of the plan would protect sensitive resources.

"There are too few acres identified as candidates for Open Space... The implication of this is a great deal of human impact on the landscape." ***Tigard, Ore.***

Scenic Resources

Comment: Several people objected to the number of Key Viewing Areas proposed. Some feared that residential development would be denied if highly visible from Key Viewing Areas. Some agencies commented that the number of Key Viewing Areas would create unwieldy administrative review burdens. On the other hand, several people asked the Commission to add important travel routes and well-known public vantage points to the list of Key Viewing Areas.

"We wish to see further development here curtailed in order that the beauty... be preserved." ***Hood River, Ore.***

Response: The Commission added a policy stating that Key Viewing Area provisions could not be used to deny residential, commercial or recreational developments otherwise consistent the plan. In addition, in order to streamline requirements for processing and reviewing applications, the Commission deleted several Key Viewing Areas which cover lands largely visible from other Key Viewing Areas.

Some new Key Viewing Areas, including Oregon Highway 35 (part of the Mt. Hood Loop), were added.

Comment: Concerns were raised about the economic impact of mineral and aggregate resource policies to the Gorge economy. Several people said that the GMA preliminary plan would overly-restrict this industry and constrict supplies of a needed construction source for Gorge counties and business.

Response: The Commission re-evaluated its quarry provisions and relaxed the guidelines to allow additional quarrying where such uses would not significantly affect scenic values. Existing quarries which are visible from Key Viewing Areas and which adversely affect scenic resources would be subject to a five-year phase-out program. New quarry proposals within three miles of a KVA could be permitted, if fully screened from the Key Viewing Area. New quarries more than three miles from a Key Viewing Area, and all expanded quarries, could be authorized if visually subordinate to their landscape setting. (Visually subordinate means that the development does not noticeably contrast with its landscape setting, and is not visually dominant; it may be partially visible.)

Comment: Some people felt that the scenic requirements would place substantial burdens on applicants and county planning agencies, particularly regarding preparation and review of application materials.

Response: The Commission has streamlined scenic requirements to focus on the most critical features of development and to reduce procedural requirements for applicants and approving agencies.

In addition, buildings, roads and grading would be subject to guidelines to protect Key Viewing Area viewsheds, covering about 75 percent of the Scenic Area. Previously, the guidelines also applied to fences, exterior walls, etc.

"People, and the rural setting in which they live, are a valid part of the Gorge." ***White Salmon, Wash.***

Requirements for development on moderate and steep slopes have been changed. Now, grading plans would be required for development on moderate slopes and development would be prohibited on steep slopes only if seen from Key Viewing Areas. Previously, all steep and moderate slopes were affected.

Sign provisions have also been streamlined to reduce the level of regulation to those provisions deemed most critical for maintaining scenic quality.

Natural Resources

Comment: Several counties and individuals complained that the natural resource guidelines would place unreasonable burdens and costs on landowners. They said that the Commission and the U.S. Forest Service should be responsible for wetland delineations, rare plant surveys, wildlife management plans, and other natural resource studies.

Response: The Commission agreed. It is exploring the possibility of an interagency agreement that would allow Forest Service specialists, such as biologists and botanists, to provide technical assistance for small-scale development. Developers would be responsible for studies required for large-scale development.

Wetlands

Comment: The vast majority of comments on wetlands asked the Commission to abandon its "no net loss" policy for wetlands. They said this approach would not offer sufficient protection for wetlands.

Response: The Commission kept its "no net loss" policy, but increased wetlands replacement ratios to help ensure the success of the replacements. The Commission was concerned that a less flexible standard would hamper necessary development and recreational access.

Comment: Representatives from several Gorge cities and ports commented that existing state and federal laws achieve the level of protection for wetlands required by the Act. They said additional regulation would be unnecessary.

Response: The Commission re-examined the existing laws and determined that some wetlands are adequately protected. It removed wetland protection requirements form the mainstem of the Columbia River, to avoid multiple layers of regulation.

Comment: Some people commented that a fixed wetland buffer, 100 feet, was arbitrary.

"The Gorge is a natural wonder. It was created over thousands of years. From that perspective it can be said that all of us are passing through. No one 'owns' the Gorge." ***Portland, Ore.***

Response: The Commission opted for a variable buffer system, where buffer zones from 75 to 150 feet would be required, depending upon the vegetation surrounding a particular wetland.

Other Changes: Allowable uses in wetlands have also been expanded to include expansion and modification of existing structures, so long as there is no loss of wetland acreage or function.

Response: The Commission amended its fence standards to make fences passable for wildlife yet effective for most agriculture. If a different fence is needed for a specific agricultural use, such as confining hogs or sheep, the fence standards could be waived by the county.

Comment: Testimony from county governments and the public revealed some confusion about the use of

"It is possible for people and the natural ecosystem to integrate and co-exist." ***Hood River, Ore.***

"Human and economic factors are not intrinsically bad. The purpose of the legislation is not to create a national park." ***White Salmon, Wash.***

Streams, Ponds, Lakes & Riparian Areas

Comment: Several Gorge ports and cities said that guidelines on allowable uses in riparian areas would thwart recreation and other development plans.

Response: The Commission removed riparian area guidelines from along the Columbia River adjacent to Urban Areas. Generally, these areas are already disturbed and this change would provide flexibility for urban recreation and other development.

Comment: Whether to allow livestock grazing in riparian areas and wetlands generated a lot of comment. Some people argued that all grazing should be banned; others said that grazing is a historic use in these areas and should not be regulated.

Response: The Commission was persuaded to drop regulation of livestock grazing in wetland and riparian areas. It chose to rely upon incentive programs to protect riparian areas from harm associated with livestock.

Comment: As with the wetland buffer, a few people complained that the buffer zone proposed around streams, ponds and lakes was arbitrary.

Response: The buffer guidelines for streams, ponds and lakes have also been changed. Now, buffers from 75 to 150 feet will apply, depending upon plant communities.

Wildlife Habitat

Comment: Some ranchers and farmers objected to proposed standards for new fences in areas used as winter range by deer and elk. They said that the fences would be unworkable for agriculture.

primary and secondary buffer zones to protect sensitive wildlife sites.

Response: Buffer zones around wildlife sites have been simplified; they will now consist of a single buffer zone surrounding the site. The distance of the buffer zone would be set by a wildlife biologist on a case-by-case basis.

Natural Areas

Comment: Open Space was the original tool proposed for protecting natural areas. Many people objected to this designation and the limits it would place on livestock grazing.

Response: As discussed in the Open Space section, another land use designation tool was approved to protect four of 11 natural areas: Agriculture--Special. In this designation, existing livestock grazing would be allowed, new grazing would be reviewed, and cultivation would be prohibited to protect plant communities.

New grazing and new structures such as fences, watering facilities and corrals would require the landowner to prepare a range management conservation plan, for review by local conservation districts. (Previously, state Natural Heritage Programs would have been the review agencies.) The final decision on whether to allow the new use would be the county's.

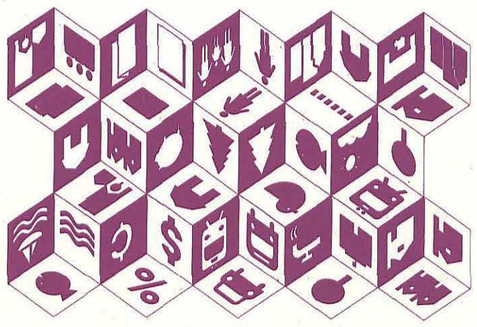
The Commission dropped the Open Space designation from several natural areas which have been heavily disturbed.

"We have a proud history as fine stewards of our environment." ***Skamania, Wash.***

METRO
2000 SW First Ave.
Portland, OR 97201
(503) 221-1646

Bulk Rate
U.S. Postage
PAID
Portland, OR
1912

Where Do We Go From Here?



It's important to remember that the Regional Urban Growth Goals and Objectives are not intended to be a final plan for the Portland metropolitan area, but are a starting point for developing a more focused vision for the region's growth and development. In fact, the goals and objectives are neither a plan nor a vision. Rather, they're the building blocks for a vision.

Within the goals and objectives are a broad range of possibilities for how the region might evolve. The next phases in the regional planning effort will use those building blocks to help us arrive at a true vision of our future.

To a large degree, our success in meeting these goals and objectives during the next 20 years will rest on whether we can forge cooperative working relationships today between citizens, local governments, Metro and the state. It's an exciting challenge and one in which we want you to take part.

During the last two years, Metro has held dozens of public forums throughout the region to get your input for the goals and objectives. Now we're entering the home stretch.

Open houses on the Regional Urban Growth Goals and Objectives (and the issues that provided the impetus for its creation) will be held on **Monday, Aug. 26**, and **Monday, Sept. 9, 1991**, from 4:30 to 9 p.m. in the council chamber at Metro Center. The Metro Council Transportation and Planning Committee will hold public hearings on the goals and objectives on **Tuesday, Aug. 27**, and **Tuesday, Sept. 10**. The Metro Council will hold a public hearing on **Thursday, Sept. 26**. Those meetings begin at 5:30 p.m. in the council chamber at Metro Center, 2000 SW First Ave., Portland. Written testimony is also welcome.

The Transportation and Planning Committee will formulate recommendations for the full Metro Council, which then has three basic tasks: 1. Formally adopt the Regional Urban Growth Goals and Objectives (in the form of an ordinance); 2. Formally adopt bylaws for the Regional Policy Advisory Committee (in the form of a resolution); and 3. Develop a work plan for taking the next steps in managing urban growth. The Metro Council will take up the goals and objectives in October.

This is a golden opportunity to be part of the process that will ultimately determine what our quality of life will be in 20 years. So let your voice be heard. The future is ours for the shaping!

Public meetings:

Open houses
4:30 to 9 p.m. Monday, Aug. 26
4:30 to 9 p.m. Monday, Sept. 9

Public hearings
5:30 p.m. Tuesday, Aug. 27
5:30 p.m. Tuesday, Sept. 10

Council hearing
5:30 p.m. Thursday, Sept. 26

Building a Livable Future

The Revised
Regional Urban Growth
Goals and Objectives
and Report of the
Urban Growth Management
Plan Policy Advisory Committee
to the Metro Council

Attachment #3
9-3-91
B-1

The Future is Ours for the Shaping

The Portland metropolitan region is growing and changing. That's a fact of life. Sometimes the changes are subtle and sometimes they're obvious. But whatever the case, those changes add up over the years and have a dramatic impact on our livability.

That's why we have to act now to make sure that change and growth occur in a way that makes life better for all of us and in a way that propels us toward a vision of the future we want.

Because no matter what part of the region you live in, there are certain things we can all agree that we want: A clean environment, economic opportunity, ample and affordable housing, efficient transportation systems, the highest level of public service at the lowest possible cost and open, honest, participatory government that reflects the needs and desires of its constituents.

These things don't just happen by themselves. They require sound, logical planning and partnerships between government, business and individual citizens.

In a region like ours, with three counties, 24 cities and more than 130 special districts and school districts, partnerships are essential. The growth management activities of one jurisdiction invariably affect and are affected by the activities of other jurisdictions.

Some form of coordination is needed to ensure that we all work toward common goals and objectives; toward a common vision of a livable future.

For the past two years, a policy advisory committee, a technical advisory committee and hundreds of citizens who have participated in meetings, conferences and workshops have been developing the goals and objectives for getting us there. Now the Regional Urban Growth Goals and Objectives are ready to be presented to the Metro Council.

Under its enabling statute (ORS-268), Metro is required to develop land-use goals and objectives to replace the now-irrelevant goals adopted by the Columbia Region Association of Governments some 15 years ago. The new goals and objectives provide a policy and process framework for guiding Metro's regional planning program (including management of the region's urban growth boundary), the first time such a framework for Metro has been put on paper.

A number of themes have guided the development of the Regional Urban Growth Goals and Objectives.

We know that our regional needs must be coordinated. **Partnerships** between cities, counties and special districts are of paramount importance for maintaining our quality of life.

We need to encourage a more **efficient development pattern** – the placement of jobs and housing near each other, along with supportive commercial and recreational development.

The integration of land-use planning and transportation planning will be an important step toward achieving efficient development.

The region must strive to protect and enhance its **natural environment** and significant natural resources.

There must be a clear distinction between the urbanizing areas and rural lands. Emphasis must be placed on **balancing new development and infill** within the urban growth boundary.

Finally, the regional planning program must be based on a **cooperative process** that involves the residents of the metropolitan area, as well as the many public and private interests.

But now the Metro Council needs to hear from **you**. Public hearings will be held by the Metro Council Transportation and Planning Committee on Aug. 27 and Sept. 10. The council will hold a public hearing on Sept. 26. Please make an effort to attend and help us build a strong, stable and livable future.

A word of thanks... The following people, through their membership on the Urban Growth Management Plan Policy Advisory Committee, made invaluable contributions to the drafting of the Regional Urban Growth Goals and Objectives:

Roy Rogers (Washington County)
Pauline Anderson (Multnomah County)
Darlene Hooley (Clackamas County)
Earl Blumenauer (city of Portland)
Larry Cole (Washington County cities)
Gussie McRobert (Multnomah County cities)
Alice Schlenker (Clackamas County cities)
Lawrence Bauer (Metro)
Richard Devlin (Metro)
Jim Gardner (Metro)
Susan McLain (Metro)
Mike Nelson (representing land development interests)
Charlie Hales (representing land development interests)
Henry Richmond (representing land conservation interests)
Ken Buelt (representing land conservation interests)
Don McClave (representing business interests)
John Miller (representing citizen interests)
Bill Young (representing state agencies)

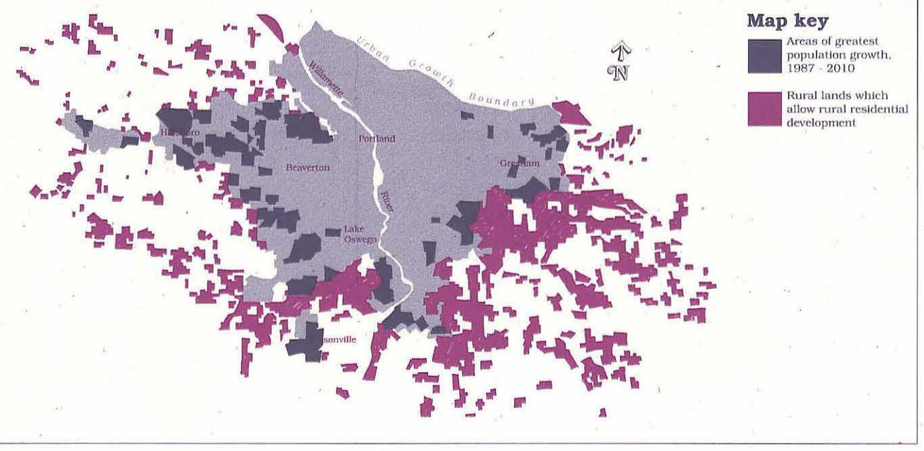
March '89	Fall '89	Jan. '90	July '90	Aug.-Dec. '90	Feb. '91	July '91	**Aug.-Sept. '91**	Oct. '91	Nov. '91	Nov. '91-Nov. '92	Dec. '92-Dec. '93	Jan. '94
PAC formed	Public growth issues workshops	First regional growth conference	PAC completes RUGGO review draft	Public review of RUGGO	Second regional growth conference	PAC completes revision of RUGGO, moves it to council	Public hearings on PAC-recommended RUGGO	Metro Council adoption of RUGGO	RPAC appointed	Region 2040 Phase I (development of alternative growth concepts)	Region 2040 Phase II (development of preferred growth concept)	Metropolitan growth "Vision" adopted

©Metro
Recycled paper

Here's the Concept

The Regional Urban Growth Goals and Objectives provide us with a road map to a livable future. The key, of course, will be to develop a regional consensus on these goals and then stick to them as we grow. If we can do that, we vastly improve our chances of having the future we want.

For a complete copy of the Regional Urban Growth Goals and Objectives, contact the Metro Department of Planning and Development at 2000 SW First Ave., Portland, OR 97201, 221-1646. Please attend the open houses on Aug. 26 and Sept. 9 and the public hearings on Aug. 27, Sept. 10 and Sept. 26. See back page for details.



This map shows areas inside the urban growth boundary expected to experience the greatest gains in population during the next 20 years, and areas outside the urban growth boundary where rural residential development, rather than farm or forest uses, are currently allowed to predominate. Other rural areas outside the urban growth boundary are reserved and protected by county comprehensive plans for farming and forestry. During the next 20 years, growth is expected to move outward from existing urban centers. Where growth goes 20 years after that is something that needs to be decided and prepared for now.

Goal 1: The Regional Planning Process

For the land-use planning process to work, it's important that we form regional planning partnerships that citizens can understand and in which they can participate. Metro is committed to developing an ongoing program that encourages **citizen participation** and generates high levels of awareness of the consequences of our actions.

Through this participatory process, regional planning will identify areas of metropolitan significance and will occur in a cooperative manner in order to avoid duplicative practices and government roles. The goals and objectives would then apply only to acknowledged city and county comprehensive plans when implemented through functional plans or the acknowledged urban growth boundary plan.

Specifically, we propose the creation of a **Regional Citizen Involvement Coordinating Committee** to develop programs that will get people involved in regional planning activities.

We also propose the creation of a **Regional Policy Advisory Committee** (and other technical advisory committees, as needed) to review and propose planning programs and to identify or discuss areas and activities of metropolitan significance.

Then, to be sure that this isn't simply an empty exercise, the goals and objectives would guide, and RPAC would oversee, the development of regional **functional plans**, which may in turn recommend or require changes to local comprehensive plans. The goals and objectives would also guide the management and periodic review of Metro's **Urban Growth Boundary Plan**.

The Regional Urban Growth Goals and Objectives also recognize the inter-relationships between cities, counties, special districts, Metro, regional agencies and the state, their unique capabilities and their **implementation roles**.

Finally, the goals and objectives recognize that they must be reviewed at regular intervals and that **amendments** may be necessary. These amendments could affect regional functional plans, which would in turn affect local comprehensive plans. Whatever the case, all amendments would be referred to the Regional Policy Advisory Committee before being considered by the Metro Council.

Goal 2: Urban Form

Urban form is the overall framework in which growth management occurs; a framework that includes the **preservation** of our environmental quality, **coordination** of the development of jobs, housing and public services, and the **interrelation** of the benefits and consequences of growth in one part of the region with the benefits and consequences of growth in another part of the region.

Within the goal of urban form, then, are three sub-goals: Natural Environment, Built Environment and Growth Management.

Natural Environment

The broad array of natural resources available to us in the Portland area is one of the things that makes us unique. As we grow, we must strive for wise use and preservation of a broad range of these resources.

Water resources must be managed so as to improve quality and ensure sufficient quantity for the entire region. A long-term strategy, coordinated by the jurisdictions and agencies that manage water resources, must be developed to comply with state and federal drinking water requirements, to accommodate growth and to identify municipal, residential and industrial water needs, then balance them with fishery, recreational, wildlife and environmental needs.

Air quality must be protected and enhanced as we grow, so our health and our views of the mountains are preserved. This will also mean working closely with our neighbors in Clark County as we develop new regional strategies to comply with the federal Clean Air Act.

Natural areas, parks and wildlife habitat will be acquired or otherwise protected in order to provide plenty of convenient space for recreation and a regional system of interconnected wildlife habitat. We also want to implement the Willamette River Greenway Plan by the end of the century.

Agricultural and forest lands outside the urban growth boundary must be protected from urbanization. At the same time, we must identify those rural lands adjacent to the growth boundary that would be suitable for urban development if needed.

Built Environment

To maintain our quality of life, public services and economic opportunities must keep pace with growth. That means local comprehensive plans should complement each other. Similarly, we must work toward a "fair-share" approach to meeting the region's housing needs, continue to develop regional economic opportunity and create a balanced transportation system that's less dependent on private automobiles.

Housing is an especially critical issue in the Portland metropolitan area. We must ensure that there's a broad range of housing types for people of all income levels in all parts of the region and that housing policy decisions are supportive of regional transportation decisions.

Public services and facilities (such as police, fire, water and sewer systems, parks, libraries and solid waste disposal) will be developed with an eye toward minimizing cost, maximizing service, improving environmental quality and keeping pace with growth.

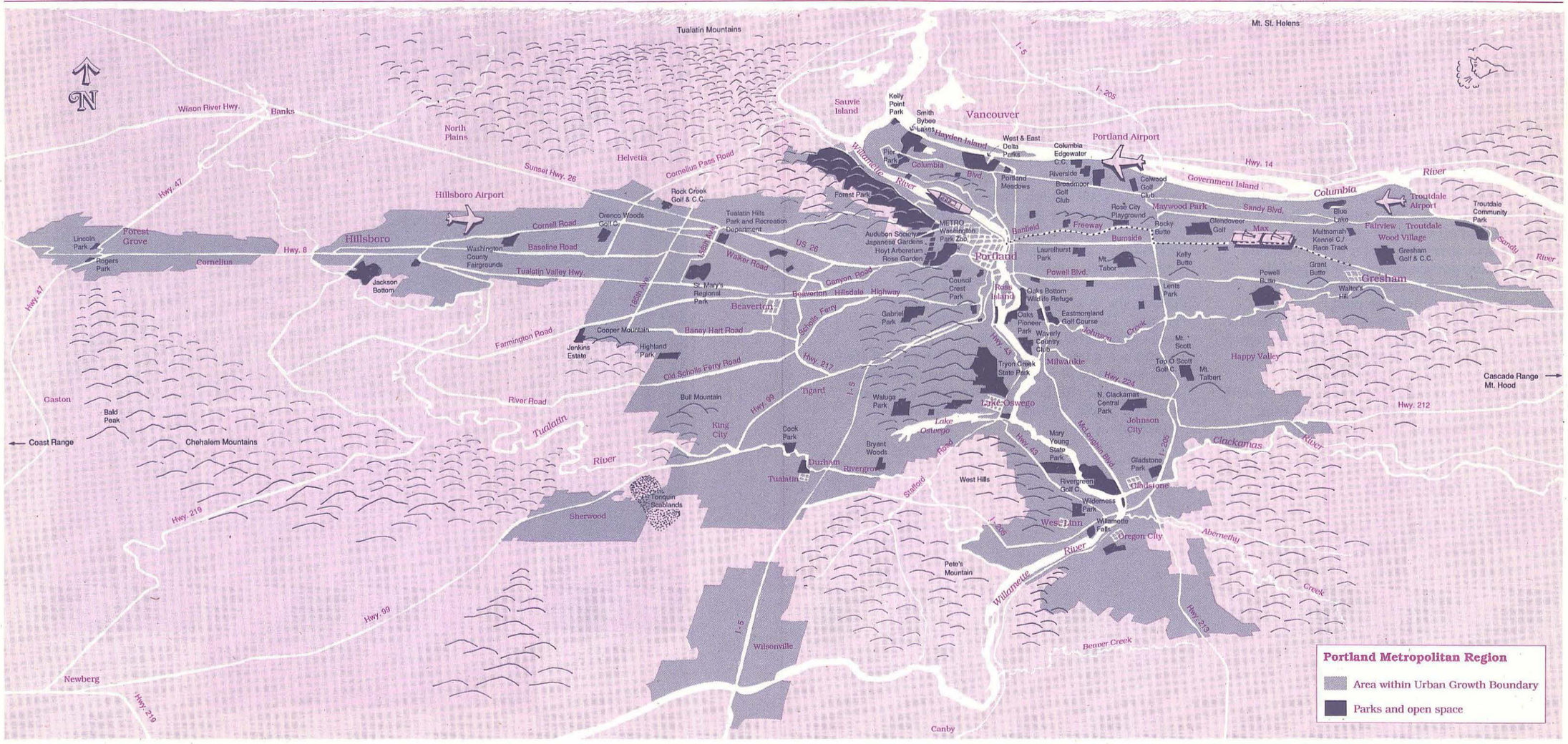
A regional **transportation** system will facilitate access to and movement through the region, while recognizing our financial constraints and minimizing environmental impacts. That means encouraging development of a balanced system that reduces our dependence on single-occupancy private automobiles while encouraging the use of mass transit, bicycles and pedestrian movement.

Economic opportunity will be provided through the development of a diverse and plentiful supply of jobs, especially family wage jobs. In addition, education and training must be linked to the needs of employers. We must improve coordination between various economic development groups and set priorities for the recruitment and retention of industries that will broaden our economic base.

Growth Management

As a region, we need to think in terms of creating a compact urban form with a clear distinction between urban and rural land. That means paying as much attention to the redevelopment of existing urban land as we do to the development of vacant land. Otherwise, we'll face constant pressure to urbanize rural land and wind up with the kind of sprawl this planning process is designed to avoid.

The **urban/rural boundary** should make use of the natural landscape as well as man-made features such as roads and power lines to create the clear distinction between urban and rural lands, and historical, cultural, topographical and biological features that give the region its identity and "sense of place" should be preserved as we grow. Meanwhile, 30-year "urban reserves" will be identified and expansion of the **urban growth boundary**, which defines the region's 20-year projected need for urban land, will take place only on those identified reserves.

The continued development and redevelopment of **developed urban land** will be encouraged through a combination of regulations and incentives that make this land more attractive to a broad range of employers and residents. In addition, we must identify emerging "mixed-use activity centers" throughout the region and target them for high-density development.

Last, the **urban design** of communities in the region must recognize and protect natural and open space features, and encourage diversity in the design and development of buildings, landscapes and settlement patterns. That could mean regulations and incentives to promote development that's "pedestrian friendly," encourages transit use and reinforces mixed use neighborhood design.