

ANNOTATED MINUTES

Tuesday, October 16, 1990 - 9:30 AM
Multnomah County Courthouse, Room 602

PLANNING ITEM

1. AMENDED FINAL ORDER ZC 1-90/PD 1-90/PD 1-90a in the Matter of the Review of the Planning Commission Decisions Which Denied "Aspen Meadows", a Manufactured Home Planned Development and Zone Change

TESTIMONY HEARD. ORDER 90-168 APPROVED AS AMENDED.

INFORMAL BRIEFING
(to follow Planning Item)

2. Briefing on the Evaluation Implementation Plan. Presented by Merlin Reynolds and the Evaluation Work Group, Bill Farver and Lillie Walker

EVALUATION WORK RECOMMENDATION REQUESTING BOARD APPROVAL OF A CONTINGENCY TAP TO BE HELD UNTIL MID-NOVEMBER.

Tuesday, October 16, 1990 - 1:30 PM
Multnomah County Courthouse, Room 602

INFORMAL BRIEFINGS

3. Briefing on the Nehemiah Housing Project. Presented by Norm Monroe and Don Neureuther

FOLLOW UP BRIEFING TO BE SCHEDULED AFTER COMPLETION OF A MODEL HOME.

4. Briefing on Forest Service Special Management Area Draft Plan. Presented by Sharon Timko and Jurgen Hess, Katherine Jesch, Mike Kanig and Mike Ferris of the U.S. Forest Service

WRITTEN COMMENTS MAY BE SUBMITTED UNTIL NOVEMBER 15, 1990.

5. Informal Review of Formal Agenda of October 18, 1990

R-4 COMMISSIONER ANDERSON DISCUSSED POSSIBLE AMENDMENTS.

BOARD DISCUSSED HOLDING CONTINGENCY TRANSFER REQUESTS R-9 THROUGH R-14 UNTIL AFTER NOVEMBER ELECTION.

Wednesday, October 17, 1990 - 9:00 - 11:50 AM

Standard Plaza Building
3rd Floor, Conference Rooms A & B

POLICY DEVELOPMENT COMMITTEE MEETING

Reports from Policy Development Committee Subcommittees on
Ballot Measures 5 and 26-2, Intergovernmental Agreements
and Planning Issues

Thursday, October 18, 1990 - 9:30 AM
Multnomah County Courthouse, Room 602

FORMAL MEETING

CONSENT CALENDAR
NON-DEPARTMENTAL

- C-1 In the Matter of the Appointments of Peter C. Robedeau, AA Ambulance; Alec Jensen, Buck Medical Services; Mark Drake, Care Ambulance & Southwest Ambulance; Lt. David Persons, Gresham Fire Department; David Long, Life Flight; J.D. Fuiten, Metro West Ambulance; Greg Sparando, Rural Fire Protection Department; Tom Steinman, Portland Fire Bureau; and Capt. Ken Gathman, Multnomah County Rural Fire Dist. #4 to the Emergency Medical Services (EMS) Provider Board (Continued from October 11, 1990)

APPROVED.

JUSTICE SERVICES
SHERIFF'S OFFICE

- C-2 Liquor License Applications Submitted by Sheriff's Office With Recommendation that Same be Approved as Follows: Package Store Change of Ownership and Renewal for Pleasant Valley Market, 16880 SE Foster Road

APPROVED.

DEPARTMENT OF HUMAN SERVICES
HEALTH SERVICES AND SOCIAL SERVICES DIVISIONS

- C-3 Ratification of an Intergovernmental Agreement Between Multnomah County Education Service District and Multnomah County to Provide Immunization Liaison Services from November 1, 1990 through May 15, 1991

APPROVED.

AGING SERVICES AND JUVENILE JUSTICE DIVISIONS

- C-4 Ratification of an Intergovernmental Agreement Between the City of Portland and Multnomah County for Operation and Funding of the Area Agency on Aging and Portland/Multnomah Commission on Aging for July 1, 1990 through June 30, 1991

APPROVED.

DEPARTMENT OF ENVIRONMENTAL SERVICES

C-5 Supplemental ORDER of Final Vacation No. 4642 in the Matter of the Vacation of N.E. Wilkes Road Between N.E. 169th Avenue and N.E. 181st Avenue in Multnomah County, Oregon

ORDER 90-169 APPROVED.

DEPARTMENT OF ENVIRONMENTAL SERVICES

C-6 ORDER in the Matter of Rescinding Deed Restrictions Encumbering Certain Real Property (N.E. Chamberlain Road)

ORDER 90-170 APPROVED.

REGULAR AGENDA

DEPARTMENT OF ENVIRONMENTAL SERVICES

R-1 Hearing in the Matter of Private Sale of a Tax Foreclosed Property Pursuant to ORS 275.200, Described as FIRST ELECTRIC ADDITION, Lots 9 & 10, Block 6 (a Vacant House at 7304 N. Lancaster)

ORDER 90-171 APPROVED.

NON-DEPARTMENTAL

R-2 PROCLAMATION in the Matter of Proclaiming October 20-28, 1990 as "Red Ribbon Week" in Multnomah County

PROCLAMATION 90-172 APPROVED.

R-3 RESOLUTION in the Matter of Endorsing Ballot Measure #6

RESOLUTION 90-173 APPROVED.

R-4 RESOLUTION in the Matter of Accepting the Report "Hispanics and Multnomah County Services" and Developing an Implementation Plan

RESOLUTION 90-174 APPROVED AS AMENDED.

R-5 Second Reading and Possible Adoption of a Proposed ORDINANCE Establishing a Community Action Commission to Address the Needs of Low Income Citizens in Multnomah County, to Serve as the Focal Point for Citizen Involvement and Advocacy in the Emergency Basic Needs and Community Action Service System, and to Serve as the Federally Mandated Community Action Board for Multnomah County

ORDINANCE 665 APPROVED.

JUSTICE SERVICES

COMMUNITY CORRECTIONS

R-6 Budget Modification DCC #3 Reducing Department of Community Corrections Grant Revenues by a Net Amount of \$100,405 as the Result of Carry-Overs and Reduced Grant Awards

APPROVED.

CONTINGENCY TRANSFERS

R-7 Budget Modification DCC #2 Adjusting the Department of Community Corrections Indirect Costs and Allocating Grant Revenue Freed by These Adjustments

APPROVED.

R-8 Budget Modification DA #3 Reducing the Organized Crime Narcotics Grant Appropriation by \$28,864 to Reflect the Actual Award Received by the District Attorney's Office

APPROVED.

R-9 Budget Modification MCSO #6 Requesting \$5,000 from Contingency to the Sheriff's Office to Pay for the Cost of a Feasibility Study for a Shooting Range on Larch Mountain

TABLED.

R-10 Budget Modification MCSO #7 Requesting \$4,198 from Contingency to Pay the Cost of Internal Revenue Service Penalties and Interest Incurred on the Sheriff's Gun Stores Account

TABLED.

R-11 Budget Modification MCSO #8 Appropriating \$87,616 in Oregon Traffic Safety Commission Funds and Requesting \$50,633 in Matching Funds from Contingency to Continue the DUII Enforcement Program

TABLED.

R-12 Budget Modification MCSO #9 Requesting \$104,272 from Contingency for 4 Court Guard Positions Necessary Due to Opening an Additional Courtroom at the Justice Center and an Increase in the Number of Cases Heard on a Daily Basis

TABLED.

R-13 Budget Modification NOND #2 Requesting \$5,000 from General Fund Contingency to Fund the County's Support of the Northeast Work Force Center

TABLED.

R-14 Budget Modification NOND #4 Requesting \$35,465 from General Fund Contingency to the Social Services Division Youth Program Office Contracts Budget to Cover Continuation of the Morrison Center Sex Offender Program through June 30, 1991

TABLED WITH STIPULATION THAT CONTINGENCY TRANSFER WILL BE APPROVED IN NOVEMBER.



MULTNOMAH COUNTY OREGON

BOARD OF COUNTY COMMISSIONERS
ROOM 605, COUNTY COURTHOUSE
1021 S.W. FOURTH AVENUE
PORTLAND, OREGON 97204

GLADYS McCOY • CHAIR • 248-3308
PAULINE ANDERSON • DISTRICT 1 • 248-5220
GRETCHEN KAFOURY • DISTRICT 2 • 248-5219
RICK BAUMAN • DISTRICT 3 • 248-5217
SHARRON KELLEY • DISTRICT 4 • 248-5213
CLERK'S OFFICE • 248-3277

AGENDA

MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS

FOR THE WEEK OF

OCTOBER 15 - 19, 1990

Tuesday, October 16, 1990 - 9:30 AM - Planning Item. . . . Page 2
Tuesday, October 16, 1990 - to follow - Informal Briefing. Page 2
Tuesday, October 16, 1990 - 1:30 PM - Informal Briefings . Page 2
Wednesday, October 17, 1990 - 9:00 AM - Policy Development
Committee Meeting. Page 2
Thursday, October 18, 1990 - 9:30 AM - Formal Meeting. . . Page 3

Thursday Meetings of the Multnomah County Board of Commissioners are recorded and can be seen at the following times:

Thursday, 10:00 PM, Channel 11 for East and West side subscribers
Friday, 6:00 PM, Channel 27 for Paragon Cable (Multnomah East) subscribers
Saturday 12:00 PM, Channel 21 for East Portland and East County subscribers

Tuesday, October 16, 1990 - 9:30 AM
Multnomah County Courthouse, Room 602

PLANNING ITEM

1. AMENDED FINAL ORDER ZC 1-90/PD 1-90/PD 1-90a in the Matter of the Review of the Planning Commission Decisions Which Denied "Aspen Meadows", a Manufactured Home Planned Development and Zone Change
-

INFORMAL BRIEFING
(to follow Planning Item)

2. Briefing on the Evaluation Implementation Plan. Presented by Merlin Reynolds and the Evaluation Work Group
-

Tuesday, October 16, 1990 - 1:30 PM
Multnomah County Courthouse, Room 602

INFORMAL BRIEFINGS

3. Briefing on the Nehemiah Housing Project. Presented by Norm Monroe and Don Neureuther
4. Briefing on Forest Service Special Management Area Draft Plan. Presented by Catherine Jesch, U.S. Forest Service
5. Informal Review of Formal Agenda of October 18, 1990

PUBLIC TESTIMONY WILL NOT BE TAKEN AT INFORMAL MEETINGS

Wednesday, October 17, 1990 - 9:00 - 11:50 AM

Standard Plaza Building
3rd Floor, Conference Rooms A & B

POLICY DEVELOPMENT COMMITTEE MEETING

Further Defining Multnomah County Public Safety Program
Issues in the Area of Sanctions

Thursday, October 18, 1990 - 9:30 AM
Multnomah County Courthouse, Room 602

FORMAL MEETING

CONSENT CALENDAR

NON-DEPARTMENTAL

- C-1 In the Matter of the Appointments of Peter C. Robedeau, AA Ambulance; Alec Jensen, Buck Medical Services; Mark Drake, Care Ambulance & Southwest Ambulance; Lt. David Persons, Gresham Fire Department; David Long, Life Flight; J.D. Fuiten, Metro West Ambulance; Greg Sparando, Rural Fire Protection Department; Tom Steinman, Portland Fire Bureau; and Capt. Ken Gathman, Multnomah County Rural Fire Dist. #4 to the Emergency Medical Services (EMS) Provider Board (Continued from October 11, 1990)

JUSTICE SERVICES

SHERIFF'S OFFICE

- C-2 Liquor License Applications Submitted by Sheriff's Office With Recommendation that Same be Approved as Follows: Package Store Change of Ownership and Renewal for Pleasant Valley Market, 16880 SE Foster Road

DEPARTMENT OF HUMAN SERVICES

HEALTH SERVICES AND SOCIAL SERVICES DIVISIONS

- C-3 Ratification of an Intergovernmental Agreement Between Multnomah County Education Service District and Multnomah County to Provide Immunization Liaison Services from November 1, 1990 through May 15, 1991

AGING SERVICES AND JUVENILE JUSTICE DIVISIONS

- C-4 Ratification of an Intergovernmental Agreement Between the City of Portland and Multnomah County for Operation and Funding of the Area Agency on Aging and Portland/Multnomah Commission on Aging for July 1, 1990 through June 30, 1991

DEPARTMENT OF ENVIRONMENTAL SERVICES

- C-5 Supplemental ORDER of Final Vacation No. 4642 in the Matter of the Vacation of N.E. Wilkes Road Between N.E. 169th Avenue and N.E. 181st Avenue in Multnomah County, Oregon
- C-6 ORDER in the Matter of Rescinding Deed Restrictions Encumbering Certain Real Property (N.E. Chamberlain Road)

REGULAR AGENDA

DEPARTMENT OF ENVIRONMENTAL SERVICES

R-1 Hearing in the Matter of Private Sale of a Tax Foreclosed Property Pursuant to ORS 275.200, Described as FIRST ELECTRIC ADDITION, Lots 9 & 10, Block 6 (a Vacant House at 7304 N. Lancaster)

NON-DEPARTMENTAL

- R-2 PROCLAMATION in the Matter of Proclaiming October 20-28, 1990 as "Red Ribbon Week" in Multnomah County
- R-3 RESOLUTION in the Matter of Endorsing Ballot Measure #6
- R-4 RESOLUTION in the Matter of Accepting the Report "Hispanics and Multnomah County Services" and Developing an Implementation Plan
- R-5 Second Reading and Possible Adoption of a Proposed ORDINANCE Establishing a Community Action Commission to Address the Needs of Low Income Citizens in Multnomah County, to Serve as the Focal Point for Citizen Involvement and Advocacy in the Emergency Basic Needs and Community Action Service System, and to Serve as the Federally Mandated Community Action Board for Multnomah County

JUSTICE SERVICES

COMMUNITY CORRECTIONS

R-6 Budget Modification DCC #3 Reducing Department of Community Corrections Grant Revenues by a Net Amount of \$100,405 as the Result of Carry-Overs and Reduced Grant Awards

CONTINGENCY TRANSFERS

- R-7 Budget Modification DCC #2 Adjusting the Department of Community Corrections Indirect Costs and Allocating Grant Revenue Freed by These Adjustments
- R-8 Budget Modification DA #3 Reducing the Organized Crime Narcotics Grant Appropriation by \$28,864 to Reflect the Actual Award Received by the District Attorney's Office
- R-9 Budget Modification MCSO #6 Requesting \$5,000 from Contingency to the Sheriff's Office to Pay for the Cost of a Feasibility Study for a Shooting Range on Larch Mountain
- R-10 Budget Modification MCSO #7 Requesting \$4,198 from Contingency to Pay the Cost of Internal Revenue Service Penalties and Interest Incurred on the Sheriff's Gun Stores Account
- R-11 Budget Modification MCSO #8 Appropriating \$87,616 in Oregon Traffic Safety Commission Funds and Requesting \$50,633 in Matching Funds from Contingency to Continue the DUII Enforcement Program

REGULAR AGENDA - continued

CONTINGENCY TRANSFERS

- R-12 Budget Modification MCSO #9 Requesting \$104,272 from Contingency for 4 Court Guard Positions Necessary Due to Opening an Additional Courtroom at the Justice Center and an Increase in the Number of Cases Heard on a Daily Basis
- R-13 Budget Modification NOND #2 Requesting \$5,000 from General Fund Contingency to Fund the County's Support of the Northeast Work Force Center
- R-14 Budget Modification NOND #4 Requesting \$35,465 from General Fund Contingency to the Social Services Division Youth Program Office Contracts Budget to Cover Continuation of the Morrison Center Sex Offender Program through June 30, 1991



MULTNOMAH COUNTY OREGON

BOARD OF COUNTY COMMISSIONERS
ROOM 605, COUNTY COURTHOUSE
1021 S.W. FOURTH AVENUE
PORTLAND, OREGON 97204

GLADYS McCOY • CHAIR • 248-3308
PAULINE ANDERSON • DISTRICT 1 • 248-5220
GRETCHEN KAFOURY • DISTRICT 2 • 248-5219
RICK BAUMAN • DISTRICT 3 • 248-5217
SHARRON KELLEY • DISTRICT 4 • 248-5213
CLERK'S OFFICE • 248-3277

Tuesday, October 16, 1990 - 9:30 AM

Multnomah County Courthouse, Room 602

PLANNING ITEM

1. AMENDED FINAL ORDER ZC 1-90/PD 1-90/PD 1-90a in the Matter of the Review of the Planning Commission Decisions Which Denied "Aspen Meadows", a Manufactured Home Planned Development and Zone Change

TESTIMONY HEARD. ORDER 90-168 APPROVED AS
AMENDED.

#1

Date 10-16

NAME

Craig Stephens

ADDRESS

13136 SE Holgate Blvd

Street

Portland Ore.

City

97236

Zip

I wish to speak on Agenda Item #
Subject

PLANNING ITEM

 FOR

 AGAINST

PLEASE WRITE LEGIBLY!

#2

Date 10-16

NAME Leo Busch

ADDRESS 4910 SE 133

Street

Post Ore. 97236

City

Zip

I wish to speak on Agenda Item # Planning Item 1
Subject PO1-90a

 FOR

 AGAINST

PLEASE WRITE LEGIBLY!

Meeting Date: October 16, 1990

Agenda No.: Planning #1

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: PD 1-90a

BCC Informal _____ (date) BCC Formal October 16, 1990 (date)

DEPARTMENT DES DIVISION Planning

CONTACT Mark Hess TELEPHONE 248-3043

PERSON(S) MAKING PRESENTATION Mark Hess

ACTION REQUESTED:

INFORMATIONAL ONLY POLICY DIRECTION APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 15 Minutes of Final Order

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

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

This item relates to an action taken by the Board on September, directing the Planning Staff to draft a Final Order in the matter of PD 1-90a, property located at 13300 SE Holgate Blvd.

10/18/90 copies to Mark Hess & Sharon Cowley

1990 OCT 12 AM 11:02
PROPERTY
OREGON

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL _____

Or

DEPARTMENT MANAGER *[Signature]*

(All accompanying documents must have required signatures)

BEFORE THE BOARD OF COUNTY COMMISSIONERS

FOR MULTNOMAH COUNTY, OREGON

In the Matter of PD 1-90a, review of a)
Decision of the Planing Commission,)
approving, in part, modifications of)
conditions, dated May 29, 1990 for)
property at 13300 SE Holgate Blvd.)

FINAL ORDER
PD 1-90a

On September 25, 1990, the Board of County Commissioners conducted a public hearing, de novo, in the above entitled matter. At the conclusion of the hearing, the Board voted to reverse the decision of the Planning Commission and deny phasing of the project and modified Condition #2 to insure that the required hydrologic study encompass the entire property, and add a paragraph to Condition #2 of the May 29, 1990 Board Decision, stipulating a 30-day time period to select a second consultant to review the hydrologic study, all based on the attached Findings and Conclusions.

BOARD OF COUNTY COMMISSIONERS
MULTNOMAH COUNTY, OREGON

Review as to Form;
Laurence Kressel, County Counsel
for Multnomah County, Oregon

Gladys McCoy, Multnomah County Chair

By _____
John DuBay, Chief Deputy County Counsel

CLARA MASON
COUNTY CLERK
MULTNOMAH COUNTY
10/10/90

**BEFORE THE BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY**

In the Matter of the Review of)
the Planning Commission Decisions)
which denied "Aspen Meadows",)
a manufactured home Planned)
Development and Zone Change.)

**AMENDED
FINAL ORDER
ZC 1-90/PD 1-90
PD 1-90a**

This matter came before the Board of Commissioners (Board) for a hearing on May 1, May 8 and May 22, 1990 and a requested amendment (PD 1-90a) was heard on September 25, 1990. The Board hereby reverses and modifies the decisions of the Planning Commission regarding this application based on the findings and conclusions contained herein.

The Planning Commission (Commission) held a public hearing on the ZC and PD request on February 26, 1990. After receiving testimony, the Commission denied the ZC in a 6-1 split vote. The Commission adopted Findings supporting the denial decision at that same meeting. The applicant appealed that decision to the Board which heard the matter on May 1, 1990. After considering evidence, staff recommendations, arguments from the applicant, and other testimony, the Board directed the Planning Staff to draft findings, conditions and conclusions to support an approval of the proposals. That material was presented to the Board on May 8, 1990. As a result of testimony from opponents at that hearing the Board directed Planning Staff to seek a consensus between the applicant and opponents. Negotiating sessions were held on May 8 and May 14 and a consensus regarding additional conditions was reached at the latter meeting. On May 29, 1990 the Board adopted findings, conditions and conclusions which

1 reversed the Planning Commission's decisions and approved the ZC and PD
2 requests.

3
4 On July 6, 1990, the applicant submitted an application to modify certain
5 conditions of approval and allow the project to be developed in two phases. The
6 Commission held a public hearing on an amendment request on August 13, 1990
7 (PD 1-90a). After receiving testimony, the Commission modified Condition #1 to
8 allow phasing of the project, and modified Conditions #2, #5 and #6. The Com-
9 mission adopted Findings supporting the decision at that same meeting. Sever-
10 al neighboring residents appealed the Commission's August 13, 1990 decision;
11 the Board held a *de novo* hearing on the matter on September 25, 1990. As a
12 result of testimony received at that hearing, the Board reversed the Commis-
13 sion's August 13, 1990 decision, denied phasing of the project, and modified Con-
14 dition #2 to insure that the required hydrologic study encompass the entire
15 property. The Board agreed with the Commission's decision to add a paragraph
16 to Condition #2 stipulating a 30-day time period to select a second consultant to
17 review the hydrologic study.

18 19 20 I. APPLICABLE REVIEW STANDARDS

21
22 Two areas in the Zoning Ordinance specify criteria for ZC and PD applica-
23 tions. The first includes the criteria for a zone change in MCC .8230(D); the sec-
24 ond is MCC .6206 which includes the approval criteria for a Planned Develop-
25 ment.

1 A. Under MCC .8230(D): The burden is on the applicant for a zone change to
2 persuade the Planning Commission that:

- 3 (a) Granting the request is in the public interest;
4 (b) There is a public need for the requested change and that need will
5 be best served by changing the classification of the property in
6 question as compared with other available property;
7 (c) The proposed action fully accords with the applicable elements of
8 the Comprehensive Plan.

9
10 B. Under MCC .6206, the PD must meet the following standards:

- 11 (a) The proposed action fully accords with the applicable elements of
12 the Comprehensive Plan [MCC .8230(D)(3)];
13 (b) The applicable provisions of MCC 11.45 the Land Division Chapter;
14 (c) That any exceptions from the standards or requirements of the
15 underlying district are warranted by the design and amenities
16 incorporated in the Development Plan and Program, as related to
the purposes of the Planned Development subdistrict in MCC

17 *“To provide a means of creating planned environments through*
18 *the application of flexible and diversified land development stan-*
19 *dards; to encourage the application of new techniques and new*
20 *technology to community development which will result in supe-*
21 *rior living or development arrangements; to use land efficiently*
22 *and thereby reduce the costs of housing, maintenance, street sys-*
tems and utility networks; to promote energy conservation and
crime prevention; to relate developments to the natural environ-
ment and to inhabitants, employers, employees, customers, and
other users in harmonious ways.”

23 (d) That the system of ownership and the means of developing, pre-
24 serving and maintaining open space is suitable to the purposes of
the proposal.

25 (e) The following environmental standards [in MCC .6214]:

- 26 (1) The Development Plan and Program shall indicate how the pro-
posal will be compatible with the natural environment.

1 (2) The elements of the Development Plan and Program shall pro-
2 mote the conservation of energy, and may include such factors
3 as the location and extent of site improvements, the orientation
4 of buildings and usable open spaces with regard to solar expo-
5 sure and climatic conditions, the types of buildings and the
6 selection of building materials in regard to the efficient use of
7 energy and the degree of site modification required in the pro-
8 posal.

9 (3) The Development Plan and Program shall be designed to pro-
10 vide freedom from hazards and to offer appropriate opportuni-
11 ties for residential privacy and for transition from public to pri-
12 vate spaces.

13 (4) The location and number of points of access to the site, the inte-
14 rior circulation patterns, the separations between pedestrians
15 and moving and parked vehicles, and the arrangement of park-
16 ing areas in relation to buildings, structures and uses shall be
17 designed to maximize safety and convenience and be compatible
18 with neighboring road systems, buildings, structures and uses.

19 (f) That the proposed development can be substantially completed
20 within four years of the approval or according to development
21 stages proposed as follows:

22 (1) The applicant may elect to develop the site in successive stages
23 in a manner indicated in the Development Plan and Program.
24 Each such stage shall satisfy the requirements of this Chapter.

25 (2) In acting to approve the Preliminary Development Plan and
26 Program, the Planning Commission may require that develop-
ment be completed in specific stages if public facilities are not
otherwise adequate to service the entire development.

(g) The following Development Standards [in MCC .6212, 6216, and
.6218]:

(1) A Planned Development District shall be established only on a
parcel of land found by the Planning Commission to be suitable
for the proposed development and of sufficient size to be
planned and developed in a manner consistent with the purpos-
es stated in MCC .6200.

(2) Open space in a Planned Development District means the land
area used for scenic, landscaping or open recreational purposes
within the development.

(a) Open space shall not include street rights-of-way, driveways
or open parking areas.

(b) Locations, shapes and sizes of open space shall be consistent
with the proposed uses and purposes of the Planned Develop-

1 ment.

2 (c) Open spaces shall be suitably improved for intended use.
3 Open spaces containing natural features worthy of preserva-
4 tion may be left unimproved or may be improved to assure
5 protection of the features.

6 (d) The development schedule shall provide for coordination of
7 the improvement of open spaces with the construction of
8 other site improvements proposed in the Development Plan
9 and Program.

10 (e) Assurance of the permanence of open spaces may be required
11 in the form of deeds, covenants or the dedication of develop-
12 ment rights to Multnomah County or other approved entity.

13 (f) The Planning Commission may require that instruments of
14 conveyance provide that in the event an open space is per-
15 mitted to deteriorate or is not maintained in a condition con-
16 sistent with the approved plan and program, the County
17 may at its option cause such maintenance to be done and
18 assess the costs to the affected property owners. Any instru-
19 ments guaranteeing the maintenance of open spaces shall be
20 reviewed as to form by the County Counsel.

21 (3) In order to preserve the integrity of the Comprehensive Plan
22 and relate to a residential Planned Development to it, the num-
23 ber of dwelling units permitted shall be determined as follows:

24 (a) Divide the total site area by the minimum lot area per
25 dwelling unit required by the underlying district or districts
26 in which the Planned Development is located.

 (b) Optional Density Standards. The following standards for the
 calculation of residential density may be used singularly or
 in combination, when approved by the Planning Commis-
 sion:

 (i) The permitted number of dwelling units determined
 under subsection (A) above may be increased up to 25
 percent upon a finding by the Planning Commission that
 such increased density will contribute to:

- Satisfaction of the need for additional urban area housing of the type proposed;
- The location of housing which is convenient to commercial, employment and community services and opportunities;
- The creation of a land use pattern which is complementary to the community and its identity, and to the

- 1 community design process;
- 2 • The conservation of energy;
- 3 • The efficient use of transportation facilities; and
- 4 • The effective use of land and of available utilities and
- 5 facilities.
- 6 (ii) The permitted number of dwelling units may be increased
- 7 over those computed above upon a finding by the Plan-
- 8 ning Commission that:
- 9 • The total number of persons occupying the site will
- 10 not exceed the total otherwise permitted or authorized
- 11 in the district, based upon the difference between the
- 12 average family size occupying permitted units in the
- 13 vicinity and the family size limited by the proposed
- 14 number of bedrooms, the proposed number of
- 15 kitchens, the age composition of prospective residents,
- 16 or other similar occupancy limitations; and
- 17 • The criteria of (i) above are satisfied.
- 18 (h) The purposes of the Planned Development subdistrict; and
- 19 (i) That modifications or conditions of approval are necessary to satis-
- 20 fy the purposes of the Planned Development subdistrict.
- 21
- 22
- 23
- 24
- 25
- 26

II. FINDINGS OF FACT

This property is located at the southwest corner of the intersection of SE 136th Avenue and SE Holgate Street. This undeveloped site has been in the ownership of David Douglas School District since 1965. The site slopes downward from south to north. The northerly portion, known as Holgate Lake, experiences occasional flooding. The area on the property subject to flooding has been greatly reduced as a result of extensive filling. Properties on all sides of the site are developed for residential purposes.

1 The applicant originally proposed developing the property with a 124-unit
2 mobile home park at a density of approximately one unit per 8,860 square feet.
3 Applicant amended the proposal and reduced the total units to 117. While indi-
4 vidual lot sizes will be less than that allowed by the present LR-10 and LR-7,
5 the resulting site density is not significantly different than allowable under
6 existing zoning. The difference results from the proposed provision of open
7 space, common areas and a water feature.

8
9 The proposed development includes the completion of the public street sys-
10 tem for the surrounding area. Engineering Services is requiring that SE 133rd
11 Avenue and SE Raymond Street end in a *cul-de sac*, with provisions for emer-
12 gency access to the interior streets of the development. SE Long Street will end
13 in a *cul-de sac* at the westerly boundary of the project. The main access to the
14 development will be from SE Holgate Boulevard and 136th Avenue.

15
16 Interior development is proposed to be comparable to that of the “Meadow-
17 land” mobile home development at 160th and SE Powell Blvd. The perimeter
18 will be fenced, areas around individual sites will be landscaped, a common stor-
19 age area will be provided, and an office/clubhouse is proposed. Each site will be
20 provided a garage or carport area, and all units must be of a minimum size of
21 950 square feet.

22 23 **III. EVALUATION OF THE APPLICATION**

24
25 After hearing testimony, arguments and weighing the evidence, the Board
26 finds the ZC and PD proposal satisfies the approval criteria and review stan-

1 dards as set forth below. The Board further finds that the requests to phase
2 the project and amend conditions of approval (PD 1-90a) are not consistent
3 with the prior approval of the project on May 29, 1990 and the requested
4 changes to the decision are rejected.

5 A. *Public Interest:* It is in the public interest to provide communities with
6 a range of affordable housing types. The LR-7 zoning district recog-
7 nizes this fact by allowing mobile home parks as a Conditional Use.

8 B. *Public Need:* There is a public need for providing additional areas
9 within the County where manufactured homes may be located. As the
10 cost of site built homes increases to an average of nearly \$65 per
11 square foot, fewer residents are able to afford them. Manufactured
12 units, then, which average around \$25 per square foot become an
13 attractive option, to which more of the population is turning as wit-
14 nessed by the low vacancy rates in existing developments.

15 C. *Compliance with Applicable Comprehensive Plan Policies:* This pro-
16 posal satisfies the following policies of the Comprehensive Framework
17 and Powellhurst Community plans:

18 (a) No. 13—Air, Water and Noise Quality: No adverse impacts with
19 respect to air, water and noise quality have been identified which
20 would result from this development.

21 (b) No. 14—Development Limitations: The northern portion of this
22 site is within a designated flood hazard area. However, a large por-
23 tion of that area has been filled with earthen material over the
24 years. The flood elevation of this area is identified by FEMA as
25 being 210 feet above MSL. A 1963 topographic map indicates that
26 the lowest elevation of the site was 190.1 feet. After inspection of

1 the property, staff concluded it is possible the depth of fill material
2 for a significant portion of the flood hazard area may have raised
3 the ground elevation above the 210 foot elevation.

4 The Board heard testimony from surrounding property owners
5 regarding their concern that the fill necessary to raise portions of
6 this site above the 100 year flood plain would increase the flooding
7 potential on their properties, as would proposed development above
8 the 100-year flood elevation. The applicant provided an analysis
9 from Ogden Beeman & Associates indicating that the fill would not
10 have a significant impact with respect to flooding potential on sur-
11 rounding properties. Planning Staff received and the Board heard
12 conflicting information from the Department of Land Conservation
13 and Development, the Army Corps of Engineers and the Federal
14 Emergency Management Agency. The Board does not find any of
15 this information convincing; therefore, conditions of approval for
16 this proposal require that certification be obtained from a regis-
17 tered professional, licensed to practice in Oregon, that the fill
18 required by this project and the other associated hydrologic effects
19 from development of the entire property will not increase the flood-
20 ing potential on surrounding properties [see IV(2)].

21 (c) No. 16—Natural Resources: With the exception of the flood hazard
22 area identified in (b) above, there are no natural resources that
23 have been identified which would be effected as a result of the pro-
24 posed zone change and planned development.

25 (d) No. 21—Housing Choice: This proposal provides for the location of
26 housing units at a cost well below that of site built residences.

1 (e) No. 22—Energy Conservation: This proposal would allow the opti-
2 mum use of solar access for its residents. North-south street and
3 east-west site layout results maximum solar potential for the units.
4

5 (f) No. 24—Housing Location: This proposal allows the infill of vacant
6 urban land with a housing type that is currently in great demand.
7

8 (g) No. 25—Mobile Homes: Development of this property with a
9 mobile home complex under the provisions of the Planned Develop-
10 ment subdistrict satisfies this policy.
11

12 (h) No. 36—Transportation System Development Requirements: Engi-
13 neering Services is requiring the following improvements:

- 14 • Dedicate and improve *cul-de-sacs* at east end of SE Long Street,
15 SE Raymond Street, and the north end of SE 133rd Avenue.
16 The *cul-de-sacs* on SE Raymond Street and SE 133rd Avenue
17 shall connect to the internal street system of the project, but be
18 designed to prevent through vehicular traffic while allowing
19 emergency access.
- 20 • Relocate proposed main entrance west as far as practical to
21 maximize sight distance on SE Holgate Blvd.
- 22 • Create new access point approximately 200 ft. south of SE Hol-
23 gate Blvd. on SE 136th Avenue.
- 24 • Right-of-way dedications and street improvements to county
25 standards will be required (e.g.: 60 ft. of right-of-way with a 44
26 ft. overall pavement section, curb and sidewalks for SE 136th
Avenue, and 80 ft. right-of-way with a 66 ft. overall pavement
section for SE Holgate Blvd.).
- If the internal street connects to SE 133rd Avenue, it must be
improved to its intersection with SE Raymond Street
- The improvements of the private streets are not subject to
County standards for public streets.

1 (i) No. 37—Utilities: Water is provided by Gilbert Water District who
2 indicates they are capable of serving the project with water at 50
3 pounds pressure. Sewage disposal will be via public sewer which is
4 available at SE 136th and Holgate. Drainage is handled on-site by
5 means of dry wells or as specified in the hydrologic study required
6 under Condition #2. All necessary power and communication facili-
7 ties are available along both street frontages.
8

9 (j) No. 38—Facilities: David Douglas School District has been
10 informed of this request and has made no response. Fire protection
11 is provided by Fire District No. 10 and police protection by the
12 Multnomah County Sheriff.
13

14 D. Additional Planned Development Considerations: A number of the
15 Planned Development approval criteria are discussed in (C) above and
16 a number of others are not applicable to this proposal since they
17 involve the processing of special requests which are not being made by
18 this applicant (*e.g.*, land division, density increase, *etc.*). Those that
19 remain are satisfied as follows:
20

21 (a) *System of Ownership* — It is proposed that this project remain
22 under single ownership. That has been found to be the best
23 method of insuring that open space is adequately preserved and
24 maintained.
25

26 (b) *Size* — This parcel is of sufficient size (25.22 acres) to be suitable to

1 accommodate the development as proposed. It allows a system of
2 mainly private streets, sizable areas of open space, and energy effi-
3 cient dwelling location.
4

5 (c) *Development and Placement of Open Space* — This is an item that
6 is best controlled through the Design Review Process. The
7 approval is conditioned to insure that these items will be provided.
8

9 (d) *Density* — The proposed density is less than that which could be
10 achieved through a subdivision of the land, and far less than that
11 possible through the planned development process.
12

13 (e) *Satisfaction of Planned Development Purpose* — This proposal is an
14 efficient use of undeveloped urban land. It employs development
15 techniques different than that of a conventional subdivision by cre-
16 ating a circulation pattern that is mainly in private ownership;
17 consequently not a maintenance burden of the public. It allows for
18 energy efficient orientation of units and provides amenities in the
19 form of useable open space and a central recreation area. All nec-
20 essary public support services and facilities are directly available to
21 the site and no additional public funds are necessary to achieve
22 program implementation.
23

24 (f) *Development Timetable* — The development is proposed to be com-
25 pleted within four years without phasing(ZC 1-90/PD 1-90). A sub-
26 sequent request (PD 1-90a) to split the project into two phases was

1 rejected by the Board due to the complex and potentially hazardous
2 effects on the hydrology of the site and area from even partial
3 development of the site. Further, the Board finds that the negotiat-
4 ed agreement between the Applicant and the Neighbors (in May,
5 1990) called for the hydrologic study on the entire property prior to
6 any site development.

7
8
9 **IV. CONDITIONS OF APPROVAL**

10
11 (1) SE Raymond and SE 133rd shall terminate in *cul-de-sacs* (or other
12 suitable terminations as approved by the Fire District) constructed on the
13 subject property. Those *cul-de-sacs* shall be designed in a manner which
14 prevents normal through vehicular traffic, but allows emergency access to
15 and through the development. Deed restrictions shall be provided for a
16 future *cul-de-sac* at the easterly end of SE Long Street.

17
18 (2) Prior to any development activity on the site, the applicant shall
19 provide a study conducted by a professional (*i.e.*, engineer, hydrologist,
20 geologist, *etc.*) registered to practice in the State of Oregon which certifies
21 ^{ALL EXISTING FILL AND} that the fill proposed by this development, and all modifications thereof,
22 will not increase the flooding potential on surrounding properties. The
23 study shall assess and consider the hydrologic impacts associated with
24 the proposed development on the entire 25.52 acre site. The data collec-
25 tion methods, analytical techniques, and conclusions of that study shall
26 be reviewed by a second professional with like qualifications who is cho-

APPROVED
Z

1 sen with the agreement of the people in attendance at the negotiating ses-
2 sion of May 14, 1990. If the second professional disagrees with the
3 methodology or conclusions of the study, the matter shall be returned to
4 the Board of County Commissioners for further consideration.

5
6 In the event an agreement cannot be reached on the selection of the
7 second professional within thirty days of the submission of the first study
8 to the Division of Planning and Development, the Board shall arbitrate.

9
10 (3) All existing and any new fill associated with roadways, building
11 foundations and any other areas requiring compacted fill shall be tested
12 and meet soil compaction and quality standards as determined by a regis-
13 tered soils engineer and as approved by the Building Official.

14
15 (4) An on-site storm water drainage system shall be developed with
16 sufficient capacity to detain storm water in dry-wells or retention ponds
17 so no net increase in off-site discharge of storm water flow results from
18 development of the site. An engineering certification shall be included as
19 part of Design Review which assures satisfaction of this condition.

20
21 (5) Areas of ~~existing fill and any new areas of fill that may be required~~
22 ~~by the development plan~~ shall be constructed in accordance with a transi-
23 tion grading plan to the adjacent lower properties and based on the fol-
24 lowing formula:

25
26 (a) In areas where fill will result in a final finished grade that is 10

1 feet or less higher in elevation than the adjacent property elevation
2 at the property boundary, the development plan shall show a tran-
3 sition slope of no steeper than 3 feet horizontal to 1 foot vertical.

4 (b) In areas where fill will result in a final finished grade that is high-
5 er than 10 feet from the adjacent property elevation at the property
6 boundary, the final development plan shall show a transition slope
7 of not steeper than 5 feet horizontal to 1 foot vertical.

8
9 (6) All fill slopes facing adjacent property boundaries shall be land-
10 ^{approved}scaped ^{AND MAINTAINED} with plant materials that are characteristic of vegetation within
11 the immediate area. This landscaping shall include plantings of trees and
12 shrubs that will break up the uniform slope of the fill.

13
14 (7) Conditions 1, 2, 3, 4 and 5 shall be implemented under the Design
15 Review procedures specified in MCC 11.15.7805-.7870. Any reconfigura-
16 tions of the site plan made necessary by the conditions above shall not
17 allow the site to be developed with more than 117 single family houses.

20 V. CONCLUSIONS AND DECISION

21
22 Based on the above findings and evaluation, the Board of Commissioners
23 concludes that the proposed ZC and PD comply with the applicable standards of
24 the Multnomah County Code. Therefore, the Board of Commissioners hereby
25 reverses the Planning Commission decisions in this matter and approves the
26 Zone Change and Planned Development requested in ZC 1-90/ PD 1-90.

1 **BEFORE THE BOARD OF COUNTY COMMISSIONERS**
2 **FOR MULTNOMAH COUNTY**

3 In the Matter of the Review of)
4 the Planning Commission Decisions)
5 which denied "Aspen Meadows",)
6 a manufactured home Planned)
 Development and Zone Change.)

**AMENDED
FINAL ORDER
ZC 1-90/PD 1-90
PD 1-90a**

7
8 This matter came before the Board of Commissioners (Board) for a hearing on
9 May 1, May 8 and May 22, 1990 and a requested amendment (PD 1-90a) was
10 heard on September 25, 1990. The Board hereby reverses and modifies the deci-
11 sions of the Planning Commission regarding this application based on the find-
12 ings and conclusions contained herein.

13
14 The Planning Commission (Commission) held a public hearing on the ZC and
15 PD request on February 26, 1990. After receiving testimony, the Commission
16 denied the ZC in a 6-1 split vote. The Commission adopted Findings supporting
17 the denial decision at that same meeting. The applicant appealed that decision
18 to the Board which heard the matter on May 1, 1990. After considering evi-
19 dence, staff recommendations, arguments from the applicant, and other testimo-
20 ny, the Board directed the Planning Staff to draft findings, conditions and con-
21 clusions to support an approval of the proposals. That material was presented to
22 the Board on May 8, 1990. As a result of testimony from opponents at that hear-
23 ing the Board directed Planning Staff to seek a consensus between the applicant
24 and opponents. Negotiating sessions were held on May 8 and May 14 and a con-
25 sensus regarding additional conditions was reached at the latter meeting. On
26 May 29, 1990 the Board adopted findings, conditions and conclusions which

1 reversed the Planning Commission's decisions and approved the ZC and PD
2 requests.

3
4 On July 6, 1990, the applicant submitted an application to modify certain
5 conditions of approval and allow the project to be developed in two phases. The
6 Commission held a public hearing on an amendment request on August 13, 1990
7 (PD 1-90a). After receiving testimony, the Commission modified Condition #1 to
8 allow phasing of the project, and modified Conditions #2, #5 and #6. The Com-
9 mission adopted Findings supporting the decision at that same meeting. Sever-
10 al neighboring residents appealed the Commission's August 13, 1990 decision;
11 the Board held a *de novo* hearing on the matter on September 25, 1990. As a
12 result of testimony received at that hearing, the Board reversed the Commis-
13 sion's August 13, 1990 decision, denied phasing of the project, and modified Con-
14 dition #2 to insure that the required hydrologic study encompass the entire
15 property. The Board agreed with the Commission's decision to add a paragraph
16 to Condition #2 stipulating a 30-day time period to select a second consultant to
17 review the hydrologic study.

18 19 20 **I. APPLICABLE REVIEW STANDARDS**

21
22 Two areas in the Zoning Ordinance specify criteria for ZC and PD applica-
23 tions. The first includes the criteria for a zone change in MCC .8230(D); the sec-
24 ond is MCC .6206 which includes the approval criteria for a Planned Develop-
25 ment.

1 A. Under MCC .8230(D): The burden is on the applicant for a zone change to
2 persuade the Planning Commission that:

3 (a) Granting the request is in the public interest;

4 (b) There is a public need for the requested change and that need will
5 be best served by changing the classification of the property in
6 question as compared with other available property;

7 (c) The proposed action fully accords with the applicable elements of
8 the Comprehensive Plan.

9
10 B. Under MCC .6206, the PD must meet the following standards:

11 (a) The proposed action fully accords with the applicable elements of
12 the Comprehensive Plan [MCC .8230(D)(3)];

13 (b) The applicable provisions of MCC 11.45 the Land Division Chapter;

14 (c) That any exceptions from the standards or requirements of the
15 underlying district are warranted by the design and amenities
16 incorporated in the Development Plan and Program, as related to
the purposes of the Planned Development subdistrict in MCC
.6200, which are:

17 *“To provide a means of creating planned environments through*
18 *the application of flexible and diversified land development stan-*
19 *dards; to encourage the application of new techniques and new*
20 *technology to community development which will result in supe-*
21 *rior living or development arrangements; to use land efficiently*
22 *and thereby reduce the costs of housing, maintenance, street sys-*
tems and utility networks; to promote energy conservation and
crime prevention; to relate developments to the natural environ-
ment and to inhabitants, employers, employees, customers, and
other users in harmonious ways.”

23 (d) That the system of ownership and the means of developing, pre-
24 serving and maintaining open space is suitable to the purposes of
the proposal.

25 (e) The following environmental standards [in MCC .6214]:

26 (1) The Development Plan and Program shall indicate how the pro-
posal will be compatible with the natural environment.

1 (2) The elements of the Development Plan and Program shall pro-
2 mote the conservation of energy, and may include such factors
3 as the location and extent of site improvements, the orientation
4 of buildings and usable open spaces with regard to solar expo-
5 sure and climatic conditions, the types of buildings and the
6 selection of building materials in regard to the efficient use of
7 energy and the degree of site modification required in the pro-
8 posal.

9 (3) The Development Plan and Program shall be designed to pro-
10 vide freedom from hazards and to offer appropriate opportuni-
11 ties for residential privacy and for transition from public to pri-
12 vate spaces.

13 (4) The location and number of points of access to the site, the inter-
14 ior circulation patterns, the separations between pedestrians
15 and moving and parked vehicles, and the arrangement of park-
16 ing areas in relation to buildings, structures and uses shall be
17 designed to maximize safety and convenience and be compatible
18 with neighboring road systems, buildings, structures and uses.

19 (f) That the proposed development can be substantially completed
20 within four years of the approval or according to development
21 stages proposed as follows:

22 (1) The applicant may elect to develop the site in successive stages
23 in a manner indicated in the Development Plan and Program.
24 Each such stage shall satisfy the requirements of this Chapter.

25 (2) In acting to approve the Preliminary Development Plan and
26 Program, the Planning Commission may require that develop-
ment be completed in specific stages if public facilities are not
otherwise adequate to service the entire development.

(g) The following Development Standards [in MCC .6212, 6216, and
.6218]:

(1) A Planned Development District shall be established only on a
parcel of land found by the Planning Commission to be suitable
for the proposed development and of sufficient size to be
planned and developed in a manner consistent with the purpos-
es stated in MCC .6200.

(2) Open space in a Planned Development District means the land
area used for scenic, landscaping or open recreational purposes
within the development.

(a) Open space shall not include street rights-of-way, driveways
or open parking areas.

(b) Locations, shapes and sizes of open space shall be consistent
with the proposed uses and purposes of the Planned Develop-

1 ment.

2 (c) Open spaces shall be suitably improved for intended use.
3 Open spaces containing natural features worthy of preserva-
4 tion may be left unimproved or may be improved to assure
5 protection of the features.

6 (d) The development schedule shall provide for coordination of
7 the improvement of open spaces with the construction of
8 other site improvements proposed in the Development Plan
9 and Program.

10 (e) Assurance of the permanence of open spaces may be required
11 in the form of deeds, covenants or the dedication of develop-
12 ment rights to Multnomah County or other approved entity.

13 (f) The Planning Commission may require that instruments of
14 conveyance provide that in the event an open space is per-
15 mitted to deteriorate or is not maintained in a condition con-
16 sistent with the approved plan and program, the County
17 may at its option cause such maintenance to be done and
18 assess the costs to the affected property owners. Any instru-
19 ments guaranteeing the maintenance of open spaces shall be
20 reviewed as to form by the County Counsel.

21 (3) In order to preserve the integrity of the Comprehensive Plan
22 and relate to a residential Planned Development to it, the num-
23 ber of dwelling units permitted shall be determined as follows:

24 (a) Divide the total site area by the minimum lot area per
25 dwelling unit required by the underlying district or districts
26 in which the Planned Development is located.

 (b) Optional Density Standards. The following standards for the
 calculation of residential density may be used singularly or
 in combination, when approved by the Planning Commis-
 sion:

 (i) The permitted number of dwelling units determined
 under subsection (A) above may be increased up to 25
 percent upon a finding by the Planning Commission that
 such increased density will contribute to:

- Satisfaction of the need for additional urban area housing of the type proposed;
- The location of housing which is convenient to commercial, employment and community services and opportunities;
- The creation of a land use pattern which is complementary to the community and its identity, and to the

1 community design process;

- 2 • The conservation of energy;
- 3 • The efficient use of transportation facilities; and
- 4 • The effective use of land and of available utilities and facilities.

5 (ii) The permitted number of dwelling units may be increased

6 over those computed above upon a finding by the Plan-

7 ning Commission that:

- 8 • The total number of persons occupying the site will
- 9 not exceed the total otherwise permitted or authorized
- 10 in the district, based upon the difference between the
- 11 average family size occupying permitted units in the
- vicinity and the family size limited by the proposed
- number of bedrooms, the proposed number of
- kitchens, the age composition of prospective residents,
- or other similar occupancy limitations; and
- 12 • The criteria of (i) above are satisfied.

13 (h) The purposes of the Planned Development subdistrict; and

14 (i) That modifications or conditions of approval are necessary to satis-

15 fy the purposes of the Planned Development subdistrict.

16

17 **II. FINDINGS OF FACT**

18

19 This property is located at the southwest corner of the intersection of SE

20 136th Avenue and SE Holgate Street. This undeveloped site has been in the

21 ownership of David Douglas School District since 1965. The site slopes down-

22 ward from south to north. The northerly portion, known as Holgate Lake, expe-

23 riences occasional flooding. The area on the property subject to flooding has

24 been greatly reduced as a result of extensive filling. Properties on all sides of

25 the site are developed for residential purposes.

26

1 The applicant originally proposed developing the property with a 124-unit
2 mobile home park at a density of approximately one unit per 8,860 square feet.
3 Applicant amended the proposal and reduced the total units to 117. While indi-
4 vidual lot sizes will be less than that allowed by the present LR-10 and LR-7,
5 the resulting site density is not significantly different than allowable under
6 existing zoning. The difference results from the proposed provision of open
7 space, common areas and a water feature.

8
9 The proposed development includes the completion of the public street sys-
10 tem for the surrounding area. Engineering Services is requiring that SE 133rd
11 Avenue and SE Raymond Street end in a *cul-de sac*, with provisions for emer-
12 gency access to the interior streets of the development. SE Long Street will end
13 in a *cul-de sac* at the westerly boundary of the project. The main access to the
14 development will be from SE Holgate Boulevard and 136th Avenue.

15
16 Interior development is proposed to be comparable to that of the “Meadow-
17 land” mobile home development at 160th and SE Powell Blvd. The perimeter
18 will be fenced, areas around individual sites will be landscaped, a common stor-
19 age area will be provided, and an office/clubhouse is proposed. Each site will be
20 provided a garage or carport area, and all units must be of a minimum size of
21 950 square feet.

22 23 **III. EVALUATION OF THE APPLICATION**

24
25 After hearing testimony, arguments and weighing the evidence, the Board
26 finds the ZC and PD proposal satisfies the approval criteria and review stan-

1 dards as set forth below. The Board further finds that the requests to phase
2 the project and amend conditions of approval (PD 1-90a) are not consistent
3 with the prior approval of the project on May 29, 1990 and the requested
4 changes to the decision are rejected.

5 A. *Public Interest:* It is in the public interest to provide communities with
6 a range of affordable housing types. The LR-7 zoning district recog-
7 nizes this fact by allowing mobile home parks as a Conditional Use.

8 B. *Public Need:* There is a public need for providing additional areas
9 within the County where manufactured homes may be located. As the
10 cost of site built homes increases to an average of nearly \$65 per
11 square foot, fewer residents are able to afford them. Manufactured
12 units, then, which average around \$25 per square foot become an
13 attractive option, to which more of the population is turning as wit-
14 nessed by the low vacancy rates in existing developments.

15 C. *Compliance with Applicable Comprehensive Plan Policies:* This pro-
16 posal satisfies the following policies of the Comprehensive Framework
17 and Powellhurst Community plans:

18 (a) No. 13—Air, Water and Noise Quality: No adverse impacts with
19 respect to air, water and noise quality have been identified which
20 would result from this development.

21 (b) No. 14—Development Limitations: The northern portion of this
22 site is within a designated flood hazard area. However, a large por-
23 tion of that area has been filled with earthen material over the
24 years. The flood elevation of this area is identified by FEMA as
25 being 210 feet above MSL. A 1963 topographic map indicates that
26 the lowest elevation of the site was 190.1 feet. After inspection of

1 the property, staff concluded it is possible the depth of fill material
2 for a significant portion of the flood hazard area may have raised
3 the ground elevation above the 210 foot elevation.

4 The Board heard testimony from surrounding property owners
5 regarding their concern that the fill necessary to raise portions of
6 this site above the 100 year flood plain would increase the flooding
7 potential on their properties, as would proposed development above
8 the 100-year flood elevation. The applicant provided an analysis
9 from Ogden Beeman & Associates indicating that the fill would not
10 have a significant impact with respect to flooding potential on sur-
11 rounding properties. Planning Staff received and the Board heard
12 conflicting information from the Department of Land Conservation
13 and Development, the Army Corps of Engineers and the Federal
14 Emergency Management Agency. The Board does not find any of
15 this information convincing; therefore, conditions of approval for
16 this proposal require that certification be obtained from a regis-
17 tered professional, licensed to practice in Oregon, that the fill
18 required by this project and the other associated hydrologic effects
19 from development of the entire property will not increase the flood-
20 ing potential on surrounding properties [*see* IV(2)].

21 (c) No. 16—Natural Resources: With the exception of the flood hazard
22 area identified in (b) above, there are no natural resources that
23 have been identified which would be effected as a result of the pro-
24 posed zone change and planned development.

25 (d) No. 21—Housing Choice: This proposal provides for the location of
26 housing units at a cost well below that of site built residences.

1 (e) No. 22—Energy Conservation: This proposal would allow the opti-
2 mum use of solar access for its residents. North-south street and
3 east-west site layout results maximum solar potential for the units.
4

5 (f) No. 24—Housing Location: This proposal allows the infill of vacant
6 urban land with a housing type that is currently in great demand.
7

8 (g) No. 25—Mobile Homes: Development of this property with a
9 mobile home complex under the provisions of the Planned Develop-
10 ment subdistrict satisfies this policy.
11

12 (h) No. 36—Transportation System Development Requirements: Engi-
13 neering Services is requiring the following improvements:

- 14 • Dedicate and improve *cul-de-sacs* at east end of SE Long Street,
15 SE Raymond Street, and the north end of SE 133rd Avenue.
16 The *cul-de-sacs* on SE Raymond Street and SE 133rd Avenue
17 shall connect to the internal street system of the project, but be
18 designed to prevent through vehicular traffic while allowing
19 emergency access.
- 20 • Relocate proposed main entrance west as far as practical to
21 maximize sight distance on SE Holgate Blvd.
- 22 • Create new access point approximately 200 ft. south of SE Hol-
23 gate Blvd. on SE 136th Avenue.
- 24 • Right-of-way dedications and street improvements to county
25 standards will be required (e.g.: 60 ft. of right-of-way with a 44
26 ft. overall pavement section, curb and sidewalks for SE 136th
27 Avenue, and 80 ft. right-of-way with a 66 ft. overall pavement
28 section for SE Holgate Blvd.).
- 29 • If the internal street connects to SE 133rd Avenue, it must be
30 improved to its intersection with SE Raymond Street
- 31 • The improvements of the private streets are not subject to
32 County standards for public streets.

1 (i) No. 37—Utilities: Water is provided by Gilbert Water District who
2 indicates they are capable of serving the project with water at 50
3 pounds pressure. Sewage disposal will be via public sewer which is
4 available at SE 136th and Holgate. Drainage is handled on-site by
5 means of dry wells or as specified in the hydrologic study required
6 under Condition #2. All necessary power and communication facili-
7 ties are available along both street frontages.

8
9 (j) No. 38—Facilities: David Douglas School District has been
10 informed of this request and has made no response. Fire protection
11 is provided by Fire District No. 10 and police protection by the
12 Multnomah County Sheriff.

13
14 D. Additional Planned Development Considerations: A number of the
15 Planned Development approval criteria are discussed in (C) above and
16 a number of others are not applicable to this proposal since they
17 involve the processing of special requests which are not being made by
18 this applicant (*e.g.*, land division, density increase, *etc.*). Those that
19 remain are satisfied as follows:

20
21 (a) *System of Ownership* — It is proposed that this project remain
22 under single ownership. That has been found to be the best
23 method of insuring that open space is adequately preserved and
24 maintained.

25
26 (b) *Size* — This parcel is of sufficient size (25.22 acres) to be suitable to

1 accommodate the development as proposed. It allows a system of
2 mainly private streets, sizable areas of open space, and energy effi-
3 cient dwelling location.

4
5 (c) *Development and Placement of Open Space* — This is an item that
6 is best controlled through the Design Review Process. The
7 approval is conditioned to insure that these items will be provided.

8
9 (d) *Density* — The proposed density is less than that which could be
10 achieved through a subdivision of the land, and far less than that
11 possible through the planned development process.

12
13 (e) *Satisfaction of Planned Development Purpose* — This proposal is an
14 efficient use of undeveloped urban land. It employs development
15 techniques different than that of a conventional subdivision by cre-
16 ating a circulation pattern that is mainly in private ownership;
17 consequently not a maintenance burden of the public. It allows for
18 energy efficient orientation of units and provides amenities in the
19 form of useable open space and a central recreation area. All nec-
20 essary public support services and facilities are directly available to
21 the site and no additional public funds are necessary to achieve
22 program implementation.

23
24 (f) *Development Timetable* — The development is proposed to be com-
25 pleted within four years without phasing(ZC 1-90/PD 1-90). A sub-
26 sequent request (PD 1-90a) to split the project into two phases was

1 rejected by the Board due to the complex and potentially hazardous
2 effects on the hydrology of the site and area from even partial
3 development of the site. Further, the Board finds that the negotiat-
4 ed agreement between the Applicant and the Neighbors (in May,
5 1990) called for the hydrologic study on the entire property prior to
6 any site development.

7 8 9 **IV. CONDITIONS OF APPROVAL**

10
11 (1) SE Raymond and SE 133rd shall terminate in *cul-de-sacs* (or other
12 suitable terminations as approved by the Fire District) constructed on the
13 subject property. Those *cul-de-sacs* shall be designed in a manner which
14 prevents normal through vehicular traffic, but allows emergency access to
15 and through the development. Deed restrictions shall be provided for a
16 future *cul-de-sac* at the easterly end of SE Long Street.

17
18 (2) Prior to any development activity on the site, the applicant shall
19 provide a study conducted by a professional (*i.e.*, engineer, hydrologist,
20 geologist, *etc.*) registered to practice in the State of Oregon which certifies
21 that the fill proposed by this development, and all modifications thereof,
22 will not increase the flooding potential on surrounding properties. The
23 study shall assess and consider the hydrologic impacts associated with
24 the proposed development on the entire 25.52 acre site. The data collec-
25 tion methods, analytical techniques, and conclusions of that study shall
26 be reviewed by a second professional with like qualifications who is cho-

1 sen with the agreement of the people in attendance at the negotiating ses-
2 sion of May 14, 1990. If the second professional disagrees with the
3 methodology or conclusions of the study, the matter shall be returned to
4 the Board of County Commissioners for further consideration.

5
6 In the event an agreement cannot be reached on the selection of the
7 second professional within thirty days of the submission of the first study
8 to the Division of Planning and Development, the Board shall arbitrate.

9
10 **(3)** All existing and any new fill associated with roadways, building
11 foundations and any other areas requiring compacted fill shall be tested
12 and meet soil compaction and quality standards as determined by a regis-
13 tered soils engineer and as approved by the Building Official.

14
15 **(4)** An on-site storm water drainage system shall be developed with
16 sufficient capacity to detain storm water in dry-wells or retention ponds
17 so no net increase in off-site discharge of storm water flow results from
18 development of the site. An engineering certification shall be included as
19 part of Design Review which assures satisfaction of this condition.

20
21 **(5)** Areas of existing fill and any new areas of fill that may be required
22 by the development plan shall be constructed in accordance with a transi-
23 tion grading plan to the adjacent lower properties and based on the fol-
24 lowing formula:

25
26 **(a)** In areas where fill will result in a final finished grade that is 10

1 feet or less higher in elevation than the adjacent property elevation
2 at the property boundary, the development plan shall show a tran-
3 sition slope of no steeper than 3 feet horizontal to 1 foot vertical.

4 (b) In areas where fill will result in a final finished grade that is high-
5 er than 10 feet from the adjacent property elevation at the property
6 boundary, the final development plan shall show a transition slope
7 of not steeper than 5 feet horizontal to 1 foot vertical.

8
9 (6) All fill slopes facing adjacent property boundaries shall be land-
10 scaped with plant materials that are characteristic of vegetation within
11 the immediate area. This landscaping shall include plantings of trees and
12 shrubs that will break up the uniform slope of the fill.

13
14 (7) Conditions 1, 2, 3, 4 and 5 shall be implemented under the Design
15 Review procedures specified in MCC 11.15.7805–.7870. Any reconfigura-
16 tions of the site plan made necessary by the conditions above shall not
17 allow the site to be developed with more than 117 single family houses.

18 19 20 **V. CONCLUSIONS AND DECISION**

21
22 Based on the above findings and evaluation, the Board of Commissioners
23 concludes that the proposed ZC and PD comply with the applicable standards of
24 the Multnomah County Code. Therefore, the Board of Commissioners hereby
25 reverses the Planning Commission decisions in this matter and approves the
26 Zone Change and Planned Development requested in ZC 1–90/ PD 1-90.

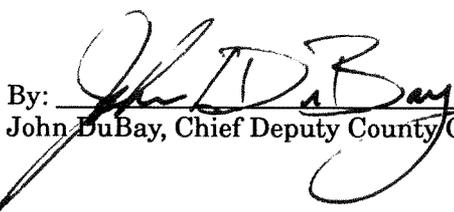
1 Based on the above findings and evaluation, the Board of Commissioners
2 concludes that the proposed amended conditions and phasing of the project does
3 not comply with the applicable standards of the Multnomah County Code.
4 Therefore, the Board of Commissioners hereby reverses and modifies the Plan-
5 ning Commission decisions in this matter and modifies the decision in PD 1-90a.

6
7 DATED this 16th day of October, 1990

8
9
10 (SEAL)

11
12 
13 Gladys McCoy, Multnomah County Chair

14 REVIEWED AS TO FORM:
15 LAURENCE KRESSEL, COUNTY COUNSEL
16 FOR MULTNOMAH COUNTY, OREGON

17 By: 
18 John DuBay, Chief Deputy County Counsel

1 reversed the Planning Commission's decisions and approved the ZC and PD
2 requests.

3
4 On July 6, 1990, the applicant submitted an application to modify certain
5 conditions of approval and allow the project to be developed in two phases. The
6 Commission held a public hearing on an amendment request on August 13, 1990
7 (PD 1-90a). After receiving testimony, the Commission modified Condition #1 to
8 allow phasing of the project, and modified Conditions #2, #5 and #6. The Com-
9 mission adopted Findings supporting the decision at that same meeting. Sever-
10 al neighboring residents appealed the Commission's August 13, 1990 decision;
11 the Board held a *de novo* hearing on the matter on September 25, 1990. As a
12 result of testimony received at that hearing, the Board reversed the Commis-
13 sion's August 13, 1990 decision, denied phasing of the project, and modified Con-
14 dition #2 to insure that the required hydrologic study encompass the entire
15 property. The Board agreed with the Commission's decision to add a paragraph
16 to Condition #2 stipulating a 30-day time period to select a second consultant to
17 review the hydrologic study.

18 19 20 I. APPLICABLE REVIEW STANDARDS

21
22 Two areas in the Zoning Ordinance specify criteria for ZC and PD applica-
23 tions. The first includes the criteria for a zone change in MCC .8230(D); the sec-
24 ond is MCC .6206 which includes the approval criteria for a Planned Develop-
25 ment.

1 A. Under MCC .8230(D): The burden is on the applicant for a zone change to
2 persuade the Planning Commission that:

- 3 (a) Granting the request is in the public interest;
4 (b) There is a public need for the requested change and that need will
5 be best served by changing the classification of the property in
6 question as compared with other available property;
7 (c) The proposed action fully accords with the applicable elements of
8 the Comprehensive Plan.

9
10 B. Under MCC .6206, the PD must meet the following standards:

- 11 (a) The proposed action fully accords with the applicable elements of
12 the Comprehensive Plan [MCC .8230(D)(3)];
13 (b) The applicable provisions of MCC 11.45 the Land Division Chapter;
14 (c) That any exceptions from the standards or requirements of the
15 underlying district are warranted by the design and amenities
16 incorporated in the Development Plan and Program, as related to
the purposes of the Planned Development subdistrict in MCC

17 *“To provide a means of creating planned environments through*
18 *the application of flexible and diversified land development stan-*
19 *dards; to encourage the application of new techniques and new*
20 *technology to community development which will result in supe-*
21 *rior living or development arrangements; to use land efficiently*
22 *and thereby reduce the costs of housing, maintenance, street sys-*
tems and utility networks; to promote energy conservation and
crime prevention; to relate developments to the natural environ-
ment and to inhabitants, employers, employees, customers, and
other users in harmonious ways.”

- 23 (d) That the system of ownership and the means of developing, pre-
24 serving and maintaining open space is suitable to the purposes of
25 the proposal.
26 (e) The following environmental standards [in MCC .6214]:
(1) The Development Plan and Program shall indicate how the pro-
posal will be compatible with the natural environment.

- 1 (2) The elements of the Development Plan and Program shall pro-
2 mote the conservation of energy, and may include such factors
3 as the location and extent of site improvements, the orientation
4 of buildings and usable open spaces with regard to solar expo-
5 sure and climatic conditions, the types of buildings and the
6 selection of building materials in regard to the efficient use of
7 energy and the degree of site modification required in the pro-
8 posal.
- 9 (3) The Development Plan and Program shall be designed to pro-
10 vide freedom from hazards and to offer appropriate opportuni-
11 ties for residential privacy and for transition from public to pri-
12 vate spaces.
- 13 (4) The location and number of points of access to the site, the inte-
14 rior circulation patterns, the separations between pedestrians
15 and moving and parked vehicles, and the arrangement of park-
16 ing areas in relation to buildings, structures and uses shall be
17 designed to maximize safety and convenience and be compatible
18 with neighboring road systems, buildings, structures and uses.
- 19 (f) That the proposed development can be substantially completed
20 within four years of the approval or according to development
21 stages proposed as follows:
- 22 (1) The applicant may elect to develop the site in successive stages
23 in a manner indicated in the Development Plan and Program.
24 Each such stage shall satisfy the requirements of this Chapter.
- 25 (2) In acting to approve the Preliminary Development Plan and
26 Program, the Planning Commission may require that develop-
ment be completed in specific stages if public facilities are not
otherwise adequate to service the entire development.
- (g) The following Development Standards [in MCC .6212, 6216, and
.6218]:
- (1) A Planned Development District shall be established only on a
parcel of land found by the Planning Commission to be suitable
for the proposed development and of sufficient size to be
planned and developed in a manner consistent with the purpos-
es stated in MCC .6200.
- (2) Open space in a Planned Development District means the land
area used for scenic, landscaping or open recreational purposes
within the development.
- (a) Open space shall not include street rights-of-way, driveways
or open parking areas.
- (b) Locations, shapes and sizes of open space shall be consistent
with the proposed uses and purposes of the Planned Develop-

1 ment.

2 (c) Open spaces shall be suitably improved for intended use.
3 Open spaces containing natural features worthy of preserva-
4 tion may be left unimproved or may be improved to assure
5 protection of the features.

6 (d) The development schedule shall provide for coordination of
7 the improvement of open spaces with the construction of
8 other site improvements proposed in the Development Plan
9 and Program.

10 (e) Assurance of the permanence of open spaces may be required
11 in the form of deeds, covenants or the dedication of develop-
12 ment rights to Multnomah County or other approved entity.

13 (f) The Planning Commission may require that instruments of
14 conveyance provide that in the event an open space is per-
15 mitted to deteriorate or is not maintained in a condition con-
16 sistent with the approved plan and program, the County
17 may at its option cause such maintenance to be done and
18 assess the costs to the affected property owners. Any instru-
19 ments guaranteeing the maintenance of open spaces shall be
20 reviewed as to form by the County Counsel.

21 (3) In order to preserve the integrity of the Comprehensive Plan
22 and relate to a residential Planned Development to it, the num-
23 ber of dwelling units permitted shall be determined as follows:

24 (a) Divide the total site area by the minimum lot area per
25 dwelling unit required by the underlying district or districts
26 in which the Planned Development is located.

27 (b) Optional Density Standards. The following standards for the
28 calculation of residential density may be used singularly or
29 in combination, when approved by the Planning Commis-
30 sion:

31 (i) The permitted number of dwelling units determined
32 under subsection (A) above may be increased up to 25
33 percent upon a finding by the Planning Commission that
34 such increased density will contribute to:

- 35 • Satisfaction of the need for additional urban area
36 housing of the type proposed;
- 37 • The location of housing which is convenient to com-
38 mercial, employment and community services and
39 opportunities;
- 40 • The creation of a land use pattern which is comple-
41 mentary to the community and its identity, and to the

1 community design process;

- 2 • The conservation of energy;
- 3 • The efficient use of transportation facilities; and
- 4 • The effective use of land and of available utilities and facilities.

5 (ii) The permitted number of dwelling units may be increased
6 over those computed above upon a finding by the Plan-
7 ning Commission that:

- 8 • The total number of persons occupying the site will
9 not exceed the total otherwise permitted or authorized
10 in the district, based upon the difference between the
11 average family size occupying permitted units in the
vicinity and the family size limited by the proposed
number of bedrooms, the proposed number of
kitchens, the age composition of prospective residents,
or other similar occupancy limitations; and
- 12 • The criteria of (i) above are satisfied.

13 (h) The purposes of the Planned Development subdistrict; and

14 (i) That modifications or conditions of approval are necessary to satis-
15 fy the purposes of the Planned Development subdistrict.

16 17 **II. FINDINGS OF FACT**

18
19 This property is located at the southwest corner of the intersection of SE
20 136th Avenue and SE Holgate Street. This undeveloped site has been in the
21 ownership of David Douglas School District since 1965. The site slopes down-
22 ward from south to north. The northerly portion, known as Holgate Lake, expe-
23 riences occasional flooding. The area on the property subject to flooding has
24 been greatly reduced as a result of extensive filling. Properties on all sides of
25 the site are developed for residential purposes.

1 The applicant originally proposed developing the property with a 124-unit
2 mobile home park at a density of approximately one unit per 8,860 square feet.
3 Applicant amended the proposal and reduced the total units to 117. While indi-
4 vidual lot sizes will be less than that allowed by the present LR-10 and LR-7,
5 the resulting site density is not significantly different than allowable under
6 existing zoning. The difference results from the proposed provision of open
7 space, common areas and a water feature.

8
9 The proposed development includes the completion of the public street sys-
10 tem for the surrounding area. Engineering Services is requiring that SE 133rd
11 Avenue and SE Raymond Street end in a *cul-de sac*, with provisions for emer-
12 gency access to the interior streets of the development. SE Long Street will end
13 in a *cul-de sac* at the westerly boundary of the project. The main access to the
14 development will be from SE Holgate Boulevard and 136th Avenue.

15
16 Interior development is proposed to be comparable to that of the "Meadow-
17 land" mobile home development at 160th and SE Powell Blvd. The perimeter
18 will be fenced, areas around individual sites will be landscaped, a common stor-
19 age area will be provided, and an office/clubhouse is proposed. Each site will be
20 provided a garage or carport area, and all units must be of a minimum size of
21 950 square feet.

22 23 III. EVALUATION OF THE APPLICATION

24
25 After hearing testimony, arguments and weighing the evidence, the Board
26 finds the ZC and PD proposal satisfies the approval criteria and review stan-

1 dards as set forth below. The Board further finds that the requests to phase
2 the project and amend conditions of approval (PD 1-90a) are not consistent
3 with the prior approval of the project on May 29, 1990 and the requested
4 changes to the decision are rejected.

5 A. *Public Interest:* It is in the public interest to provide communities with
6 a range of affordable housing types. The LR-7 zoning district recog-
7 nizes this fact by allowing mobile home parks as a Conditional Use.

8 B. *Public Need:* There is a public need for providing additional areas
9 within the County where manufactured homes may be located. As the
10 cost of site built homes increases to an average of nearly \$65 per
11 square foot, fewer residents are able to afford them. Manufactured
12 units, then, which average around \$25 per square foot become an
13 attractive option, to which more of the population is turning as wit-
14 nessed by the low vacancy rates in existing developments.

15 C. *Compliance with Applicable Comprehensive Plan Policies:* This pro-
16 posal satisfies the following policies of the Comprehensive Framework
17 and Powellhurst Community plans:

18 (a) No. 13—Air, Water and Noise Quality: No adverse impacts with
19 respect to air, water and noise quality have been identified which
20 would result from this development.

21 (b) No. 14—Development Limitations: The northern portion of this
22 site is within a designated flood hazard area. However, a large por-
23 tion of that area has been filled with earthen material over the
24 years. The flood elevation of this area is identified by FEMA as
25 being 210 feet above MSL. A 1963 topographic map indicates that
26 the lowest elevation of the site was 190.1 feet. After inspection of

1 the property, staff concluded it is possible the depth of fill material
2 for a significant portion of the flood hazard area may have raised
3 the ground elevation above the 210 foot elevation.

4 The Board heard testimony from surrounding property owners
5 regarding their concern that the fill necessary to raise portions of
6 this site above the 100 year flood plain would increase the flooding
7 potential on their properties, as would proposed development above
8 the 100-year flood elevation. The applicant provided an analysis
9 from Ogden Beeman & Associates indicating that the fill would not
10 have a significant impact with respect to flooding potential on sur-
11 rounding properties. Planning Staff received and the Board heard
12 conflicting information from the Department of Land Conservation
13 and Development, the Army Corps of Engineers and the Federal
14 Emergency Management Agency. The Board does not find any of
15 this information convincing; therefore, conditions of approval for
16 this proposal require that certification be obtained from a regis-
17 tered professional, licensed to practice in Oregon, that the fill
18 required by this project and the other associated hydrologic effects
19 from development of the entire property will not increase the flood-
20 ing potential on surrounding properties [see IV(2)].

21 (c) No. 16—Natural Resources: With the exception of the flood hazard
22 area identified in (b) above, there are no natural resources that
23 have been identified which would be effected as a result of the pro-
24 posed zone change and planned development.

25 (d) No. 21—Housing Choice: This proposal provides for the location of
26 housing units at a cost well below that of site built residences.

1 (e) No. 22—Energy Conservation: This proposal would allow the opti-
2 mum use of solar access for its residents. North-south street and
3 east-west site layout results maximum solar potential for the units.
4

5 (f) No. 24—Housing Location: This proposal allows the infill of vacant
6 urban land with a housing type that is currently in great demand.
7

8 (g) No. 25—Mobile Homes: Development of this property with a
9 mobile home complex under the provisions of the Planned Develop-
10 ment subdistrict satisfies this policy.
11

12 (h) No. 36—Transportation System Development Requirements: Engi-
13 neering Services is requiring the following improvements:

- 14 • Dedicate and improve *cul-de-sacs* at east end of SE Long Street,
15 SE Raymond Street, and the north end of SE 133rd Avenue.
16 The *cul-de-sacs* on SE Raymond Street and SE 133rd Avenue
17 shall connect to the internal street system of the project, but be
18 designed to prevent through vehicular traffic while allowing
19 emergency access.
- 20 • Relocate proposed main entrance west as far as practical to
21 maximize sight distance on SE Holgate Blvd.
- 22 • Create new access point approximately 200 ft. south of SE Hol-
23 gate Blvd. on SE 136th Avenue.
- 24 • Right-of-way dedications and street improvements to county
25 standards will be required (e.g.: 60 ft. of right-of-way with a 44
26 ft. overall pavement section, curb and sidewalks for SE 136th
27 Avenue, and 80 ft. right-of-way with a 66 ft. overall pavement
28 section for SE Holgate Blvd.).
- 29 • If the internal street connects to SE 133rd Avenue, it must be
30 improved to its intersection with SE Raymond Street
- 31 • The improvements of the private streets are not subject to
32 County standards for public streets.

1 (i) No. 37—Utilities: Water is provided by Gilbert Water District who
2 indicates they are capable of serving the project with water at 50
3 pounds pressure. Sewage disposal will be via public sewer which is
4 available at SE 136th and Holgate. Drainage is handled on-site by
5 means of dry wells or as specified in the hydrologic study required
6 under Condition #2. All necessary power and communication facili-
7 ties are available along both street frontages.

8
9 (j) No. 38—Facilities: David Douglas School District has been
10 informed of this request and has made no response. Fire protection
11 is provided by Fire District No. 10 and police protection by the
12 Multnomah County Sheriff.

13
14 D. Additional Planned Development Considerations: A number of the
15 Planned Development approval criteria are discussed in (C) above and
16 a number of others are not applicable to this proposal since they
17 involve the processing of special requests which are not being made by
18 this applicant (*e.g.*, land division, density increase, *etc.*). Those that
19 remain are satisfied as follows:

20
21 (a) *System of Ownership* — It is proposed that this project remain
22 under single ownership. That has been found to be the best
23 method of insuring that open space is adequately preserved and
24 maintained.

25
26 (b) *Size* — This parcel is of sufficient size (25.22 acres) to be suitable to

1 accommodate the development as proposed. It allows a system of
2 mainly private streets, sizable areas of open space, and energy effi-
3 cient dwelling location.

4
5 (c) *Development and Placement of Open Space* — This is an item that
6 is best controlled through the Design Review Process. The
7 approval is conditioned to insure that these items will be provided.

8
9 (d) *Density* — The proposed density is less than that which could be
10 achieved through a subdivision of the land, and far less than that
11 possible through the planned development process.

12
13 (e) *Satisfaction of Planned Development Purpose* — This proposal is an
14 efficient use of undeveloped urban land. It employs development
15 techniques different than that of a conventional subdivision by cre-
16 ating a circulation pattern that is mainly in private ownership;
17 consequently not a maintenance burden of the public. It allows for
18 energy efficient orientation of units and provides amenities in the
19 form of useable open space and a central recreation area. All nec-
20 essary public support services and facilities are directly available to
21 the site and no additional public funds are necessary to achieve
22 program implementation.

23
24 (f) *Development Timetable* — The development is proposed to be com-
25 pleted within four years without phasing(ZC 1-90/PD 1-90). A sub-
26 sequent request (PD 1-90a) to split the project into two phases was

1 rejected by the Board due to the complex and potentially hazardous
2 effects on the hydrology of the site and area from even partial
3 development of the site. Further, the Board finds that the negotiat-
4 ed agreement between the Applicant and the Neighbors (in May,
5 1990) called for the hydrologic study on the entire property prior to
6 any site development.

7
8 **IV. CONDITIONS OF APPROVAL**

9
10 (1) SE Raymond and SE 133rd shall terminate in *cul-de-sacs* (or other
11 suitable terminations as approved by the Fire District) constructed on the
12 subject property. Those *cul-de-sacs* shall be designed in a manner which
13 prevents normal through vehicular traffic, but allows emergency access to
14 and through the development. Deed restrictions shall be provided for a
15 future *cul-de-sac* at the easterly end of SE Long Street.

16
17 (2) Prior to any development activity on the site, the applicant shall
18 provide a study conducted by a professional (*i.e.*, engineer, hydrologist,
19 geologist, *etc.*) registered to practice in the State of Oregon which certifies
20 that all existing fill and the fill proposed by this development, and all
21 modifications thereof, will not increase the flooding potential on sur-
22 rounding properties. The study shall assess and consider the hydrologic
23 impacts associated with the proposed development on the entire 25.52
24 acre site. The data collection methods, analytical techniques, and conclu-
25 sions of that study shall be reviewed by a second professional with like
26 qualifications who is chosen with the agreement of the people in atten-

1 dance at the negotiating session of May 14, 1990. If the second profes-
2 sional disagrees with the methodology or conclusions of the study, the
3 matter shall be returned to the Board of County Commissioners for fur-
4 ther consideration.

5
6 In the event an agreement cannot be reached on the selection of the
7 second professional within thirty days of the submission of the first study
8 to the Division of Planning and Development, the Board shall arbitrate.

9
10 (3) All existing and any new fill associated with roadways, building
11 foundations and any other areas requiring compacted fill shall be tested
12 and meet soil compaction and quality standards as determined by a regis-
13 tered soils engineer and as approved by the Building Official.

14
15 (4) An on-site storm water drainage system shall be developed with
16 sufficient capacity to detain storm water in dry-wells or retention ponds
17 so no net increase in off-site discharge of storm water flow results from
18 development of the site. An engineering certification shall be included as
19 part of Design Review which assures satisfaction of this condition.

20
21 (5) Areas of existing fill and any new areas of fill that may be required
22 by the development plan shall be constructed in accordance with a transi-
23 tion grading plan to the adjacent lower properties and based on the fol-
24 lowing formula:

25
26 (a) In areas where fill will result in a final finished grade that is 10

1 feet or less higher in elevation than the adjacent property elevation
2 at the property boundary, the development plan shall show a tran-
3 sition slope of no steeper than 3 feet horizontal to 1 foot vertical.

4 (b) In areas where fill will result in a final finished grade that is high-
5 er than 10 feet from the adjacent property elevation at the property
6 boundary, the final development plan shall show a transition slope
7 of not steeper than 5 feet horizontal to 1 foot vertical.

8
9 (6) All fill slopes facing adjacent property boundaries shall be land-
10 scaped and maintained with plant materials that are characteristic of
11 vegetation within the immediate area. This landscaping shall include
12 plantings of trees and shrubs that will break up the uniform slope of the
13 fill.

14
15 (7) Conditions 1, 2, 3, 4 and 5 shall be implemented under the Design
16 Review procedures specified in MCC 11.15.7805-.7870. Any reconfigura-
17 tions of the site plan made necessary by the conditions above shall not
18 allow the site to be developed with more than 117 single family houses.

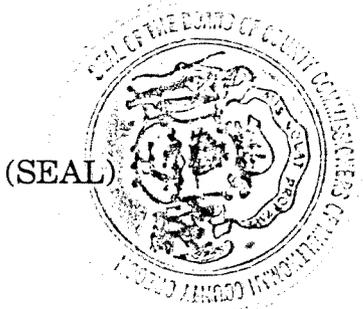
20 V. CONCLUSIONS AND DECISION

21
22 Based on the above findings and evaluation, the Board of Commissioners
23 concludes that the proposed ZC and PD comply with the applicable standards of
24 the Multnomah County Code. Therefore, the Board of Commissioners hereby
25 reverses the Planning Commission decisions in this matter and approves the
26 Zone Change and Planned Development requested in ZC 1-90/ PD 1-90.

1
2
3
4
5
6
7
8
9
10
11
12
13
14
15
16
17
18
19
20
21
22
23
24
25
26

Based on the above findings and evaluation, the Board of Commissioners concludes that the proposed amended conditions and phasing of the project does not comply with the applicable standards of the Multnomah County Code. Therefore, the Board of Commissioners hereby reverses and modifies the Planning Commission decisions in this matter and modifies the decision in PD 1-90a.

DATED this 16th day of October, 1990



Gladys McCoy
Gladys McCoy, Multnomah County Chair

REVIEWED AS TO FORM:
LAURENCE KRESSEL, COUNTY COUNSEL
FOR MULTNOMAH COUNTY, OREGON

By: *John DuBay*
John DuBay, Chief Deputy County Counsel

Meeting Date: OCT 16 1990

Agenda No.: Inf #2

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: Briefing- Evaluation Impelemntation Plan

BCC Informal 10/16/90 BCC Formal _____
(date) (date)

DEPARTMENT Nondepartmental DIVISION County Chair's Office

CONTACT Merlin Reynolds TELEPHONE X-3308

PERSON(S) MAKING PRESENTATION Merlin Reynolds/Evaluation Work Group

ACTION REOUESTED:

INFORMATIONAL ONLY POLICY DIRECTION APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 20 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):

Presentation of the Evaluation Implementation Plan by the Evaluation Work Group

1990 OCT 16 10 00 AM
CLERK OF 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)

Implementation Plan
for
Multnomah County Program
Evaluation

Prepared for the
Multnomah County
Board of Commissioners
by the Office of County Chair
Gladys McCoy

Presented by the Evaluation Work Group:
Susan Clark, Department of Human Services
Bill Farver, Staff of Commissioner Anderson
Jack Horner, Department of General Services
Steve LaMarche, Department of Community Corrections
Merlin Reynolds, Staff to County Chair McCoy
Lillie Walker, Department of General Services
Betsy Williams, Department of Environmental Services

Executive Summary

On March 29, 1990, the Multnomah County Board of Commissioners passed Resolution 90-45 which directed the County Chair to develop an Implementation Plan for County-wide program evaluation.

The Chair directed staff to establish an Evaluation Work Group to develop the Implementation Plan for consideration and approval by the Board.

The Evaluation Work Group met through the Summer. They developed the attached Implementation Plan that includes the following recommendations:

1. Three to four programs be selected for a one-year pilot evaluation program.
2. A full-time Evaluator be hired by January to conduct the pilot evaluation program.
3. Money be provided to hire PSU graduate interns to assist in the evaluation program. (\$9.00/hour)
4. Evaluation training be conducted for selected pilot programs and other interested managers.
5. Concluding the pilot evaluation program, a report be developed recommending how county-wide evaluations for all County programs and contractors could be phased in.

INTRODUCTION

In the fall of 1989 Commissioner Pauline Anderson asked her staff to convene a series of meetings with county employees and community providers. The purpose of the meetings were to discuss a wide variety of topics related to evaluation:

- * what are the different types of evaluation?
- * how can we adopt a policy statement that meets the diverse needs of county programs and community providers?
- * what are the principles underlying any evaluation efforts the county should undertake?
- * how can these principles best be implemented?

Meetings were conducted by Bill Farver, Staff to Commissioner Anderson, to review drafts of proposed resolutions. Those attending the meetings agreed on the need for a common framework, guiding principles, and an Implementation Plan. The meetings generated considerable enthusiasm and hope among the participants, who believe greater cooperation and encouragement for innovative thinking could lead to improved services to county citizens.

In response to the meetings, Commissioner Anderson developed the "Policy for Evaluation of Multnomah County Programs" Resolution (90-45) in an effort to obtain better evaluation information on County programs and providers. (See Attachment B) The Board of County Commissioners approved the Evaluation Resolution on March 29, 1990.

Following the passage of the Evaluation Resolution, County Chair Gladys McCoy directed her staff assistant Merlin Reynolds to convene an Evaluation Work Group. That Group, with representation from DES, DCC, Planning and Budget, Purchasing, DHS, and Board staff was charged with developing an Implementation Plan and reporting to the Chair and Board in July 1990.

The Evaluation Work Group (EWG) met several times over the course of the last few months. There were a number of important issues that confronted the EWG in seeking to implement evaluations County wide: should evaluations be limited to County general fund programs only; whether to hire a single evaluator or distribute resources to the

departments to implement a general directive concerning evaluation; should the County embark on implementing County-wide evaluation prior to having a uniform agreement about what evaluation is; should a basic evaluation methodology be developed for all County programs, and should a pilot approach be used to develop methodology.

From discussions within the departments, the County Chair's Office and EWG meetings, the EWG developed the following Implementation Plan for Board consideration and approval. The EWG Implementation Plan seeks to provide a practical means to operationalize evaluation in the management of County programs.

IMPLEMENTATION PLAN

A. County Evaluation Goal

Implement an evaluation methodology consistent with Board policy for County programs and contractors involving broad based participation that provides (1) information, (2) program outcomes, and (3) program efficiencies.

B. Evaluation Definition

A process developed to measure and assess a programs progress in achieving its goals and objectives. The process provides feedback to providers, planners, funders and the community on the extent to which goals and objectives are achieved and identifies reasons for program success and failure.

C. Implementation Plan Process

1. Evaluation Work Group (EWG) presentation of Implementation Plan to the Board of County Commissioners, and approval of Plan recommendations.
2. Personnel develop position and job description and begin hiring process for an evaluator. (See Attachment A)
3. Circulate the Implementation Plan to solicit feedback from departments, the District Attorney, and the Sheriff on plan criteria for pilot selection, recommendations for potential pilot programs, programs that wish to conduct independent evaluation efforts, and descriptions of existing evaluation efforts in their departments.
4. Board approve funding of position to be placed in Chair's office through pilot project period.
5. After the initial screening by Personnel, the Evaluation Work Group (EWG) screen selected evaluator candidates and make recommendations to County Chair.
6. EWG and evaluator review responses from departments and prepare recommendations for pilots for the Board of County Commissioners.

7. BCC review and approve report recommendations of evaluator and EWG concerning selection of pilots.
8. Sunset EWG
9. Develop evaluation program and conduct evaluation training for managers of selected pilot programs and other interested managers.
10. Evaluator and interns facilitate development of Basic Evaluation Design for selected pilots and begin evaluation process.
11. Evaluator and interns assists programs that wish to work on evaluation process and reporting independent of pilot programs.
12. Pilot evaluation reporting process begins (reporting period is 1 year from start of pilot evaluation program).
13. Evaluator conduct program evaluation and site review on a regular basis.
14. Evaluator present quarterly reports to the County Chair.
15. Evaluator provides Quarterly Process and Outcomes Reports that are included in Quarterly Executive Management Reports.
16. Pilot evaluation reporting process ends.
17. Evaluator prepare Annual Evaluation Report and Recommendations.
18. First Annual Evaluation Report to Board of County Commissioners and Board approval of recommendations.
19. The Chair and Management Team determine how to proceed in implementing countywide evaluation by prioritized programs and report to the Board of County Commissioners.

D. Examples of Criteria for selection of pilots

- ** potential for significant service improvements.
- ** potential for prompting system changes with state and/or federal regulations

- ** potential for acting on the results of the evaluation.
- ** potential for testing different methods of collecting data which could meet contract compliance and evaluative needs.
- ** potential for testing experimental methods of service delivery.

E. Budget

The committee recommends to the Board the allocation of \$61,390 to hire a Temporary/Exempt Evaluator and use PSU graduate interns to work with Evaluator to develop the methodology and conduct the pilot evaluations and submit an Annual Report and Recommendations to the Board.

Personnel

Base Pay	\$34,326	(\$16.44/hourly rate)
Fringe	9,182	
Insurance	4,882	

M & S

Professional Services	\$ 5,000	(Use PSU Graduate Interns)
Supplies	3,000	
Equipment	<u>5,000</u>	
TOTAL BUDGET	\$61,390	

SAMPLE

JOB DESCRIPTION

EVALUATOR

THE POSITION

This is a professional position in the County Chair's office.

Specific duties include implementing the "Policy for Evaluation of Multnomah County Programs" - Resolution 90-45 (with attachment) passed on March 29, 1990. In implementing this policy, the evaluator will:

- facilitate the development within each County department of major pilot programs and smaller experimental programs
- facilitate communication between the departments and community providers on the goals and implementation of evaluation policy
- encourage innovative thinking by county personnel and community providers in the development of different evaluative approaches
- train County employees in evaluation methods
- develop a work plan and a framework of basic evaluation components within which to track and approve funding for county evaluation efforts
- facilitate communication within departments and between the departments and the Chair and Board concerning the results of evaluation
- be sensitive to the diverse evaluative needs and goals of different departments and community providers
- assist the departments and community providers in advocacy with the state when appropriate in developing evaluation approaches.

TO QUALIFY

Applicant must have a related college degree or specific college-level training in program evaluation, research methodology and qualitative/quantitative analysis. Applicant must possess excellent verbal, written and interpersonal skills. An understanding of County government is desirable, but not required.

BEFORE THE BOARD OF COUNTY COMMISSIONERS
OF MULTNOMAH COUNTY

In the Matter of a Establishing) RESOLUTION
a Policy for Evaluation of) 90-45
Multnomah County Programs)

WHEREAS, the Board of County Commissioners believes that a more consistent focus on evaluation will encourage and empower county staff and private providers to use their creative talents to improve the delivery of services to county residents,

WHEREAS, the Board desires good evaluative information to assist important policy decisions,

WHEREAS, the Board believes that a consistent policy on evaluation will provide guidance to the Departments in developing evaluation frameworks,

WHEREAS, the Board believes that good evaluative information will increase the public's involvement, understanding and support for how the County uses taxes,

WHEREAS, the Board believes by adopting this policy and developing an implementation plan, Multnomah County can play a leadership role with the state and federal governments in devising better methods for evaluating the success of programs funded with tax dollars,

THEREFORE BE IT RESOLVED, the Board of County Commissioners directs the Chair to develop administrative procedures concerning evaluation. Such procedures will include the following framework:

- a. Program Goals (and measurable objectives, if applicable)
- b. Contract Compliance
- c. Process Evaluation. Ongoing measures of program quality. Methodology (e.g. site review, peer review)
- d. Outcome Evaluation. Program Effectiveness. Goals and measurable objectives (where applicable).

In developing and implementing these procedures, County staff should be guided by the policies and themes detailed in Attachment A.

THEREFORE BE IT FURTHER RESOLVED, the Board of County Commissioners directs the Chair report to the Board by July 1, 1990, with an implementation plan for county wide evaluation.

ADOPTED THIS 29th DAY OF MARCH, 1990.

(SEAL)

BOARD OF COUNTY COMMISSIONERS
FOR MULTNOMAH COUNTY, OREGON

By

Gladys McCoy
Gladys McCoy, Chair

REVIEWED

Laurence Kressel, County Counsel

BOARD EVALUATION POLICY

ATTACHMENT A

In developing and implementing evaluation procedures, County staff should be guided by the following policies and themes:

- Outcome evaluation. Move beyond relying just on compliance monitoring to outcome evaluation. This evaluation process does not imply publishable evaluations, but encourages people from the county and community agencies to share their insights, criticisms, suggestions openly and continually in a joint effort to improve services to people.

- Continual program improvement. Acknowledge that successful programs often evolve over time. County staff and providers should be willing to acknowledge outcomes which fall short of goals and change programs as necessary. Progress, not perfection.

- Relevant data collection. Insure that recordkeeping requirements are all geared towards information that is essential to evaluate contract performance. Review current measures and determine how we can reduce the paperwork burden for county employees and contractors.

- Cooperation. Stress cooperation and improve quality of services delivered, rather than punitive, fault finding approach.

- Involvement. Use the insights and observations of on-line employees, clients, and informed community members in assessing success of programs. A more informal and more inclusive ongoing evaluation process may be a tool to encourage employee growth and to avoid fiscal crises that may be embarrassing and destructive to both the county and the contractor.

- Collaborative planning. Institute collaborative planning with providers and community to help clearly define desired outcomes.

- Board Involvement. Report to the Board regularly on evaluation projects. The Board should define what information they need to make good policy decisions.

- Tough decisions. Balance flexibility with the professional and political willingness to terminate contracts for repeated non-compliance or non-performance. Provide political support for proper management discretion exercised within a fair, open process.

- Uniqueness of Community Agencies. Contracting out for services implies a business relationship based on respect and clearly defined expectations. Community agencies can provide unique perceptions on needs of communities, ways of delivering services, and methods of evaluation. Community agencies can assist the County in devising culturally competent programming.

- Flexibility. Allow some flexibility in program design and using money as dictated by unique community needs.

- Advocacy with State. Advocate to the state in advancing these principles in situations where overly rigid state requirements limit effectiveness.

- Responsiveness of county rules. Reexamine County RFP requirements in light of these themes.

Meeting Date: OCT 16 1990

Agenda No.: Inf # 3

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: Briefing on Nehemiah Housing Project

BCC Informal October 16, 1990 BCC Formal _____
(date) (date)

DEPARTMENT Nondepartmental DIVISION County Chair's Office

CONTACT Norm Monroe TELEPHONE X-3308

PERSON(S) MAKING PRESENTATION Norm Monroe, Don Neureuther

ACTION REQUESTED:

INFORMATIONAL ONLY POLICY DIRECTION APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 20 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):

Briefing on Nehemiah Housing Project

1990 OCT 10 11 09 AM
COUNTY CLERK
CLERK'S OFFICE

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL Gladys McCarty

Or

DEPARTMENT MANAGER _____

(All accompanying documents must have required signatures)

Meeting Date: OCT 16 1990

Agenda No.: Inf #4

(Above space for Clerk's Office Use)

AGENDA PLACEMENT FORM
(For Non-Budgetary Items)

SUBJECT: Briefing on Forest Service Special Management Area Draft Plan

BCC Informal 10/16/90 BCC Formal _____
(date) (date)

DEPARTMENT Nondepartmental DIVISION County Chair's Office

CONTACT Sharon Timko TELEPHONE x-3308

PERSON(S) MAKING PRESENTATION Catherine Jesch, US Forest Service

ACTION REQUESTED:

INFORMATIONAL ONLY POLICY DIRECTION APPROVAL

ESTIMATED TIME NEEDED ON BOARD AGENDA: 45 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):

Briefing on Forest Service Special Management Area Draft Plan

RECEIVED
OCT 16 1990
CLERK'S OFFICE

(If space is inadequate, please use other side)

SIGNATURES:

ELECTED OFFICIAL *Yadup N. Ray*

Or

DEPARTMENT MANAGER _____

(All accompanying documents must have required signatures)



United States
Department of
Agriculture

Forest
Service

Columbia River Gorge
National Scenic Area

902 Wasco Avenue
Suite 200
Hood River, OR 97031

Reply To: 1920

Date: October 1, 1990

To: Interested Parties

Public Law 99-663, the Columbia River Gorge National Scenic Area Act, directed the Secretary of Agriculture to develop land use designations and management guidelines for the special management areas (SMAs). The enclosed Draft Management Plan for the Special Management Areas is provided for your review and comment. A final version of this document will be submitted to the Columbia River Gorge Commission for incorporation into the Management Plan for the entire Scenic Area.

We will be scheduling public and agency meetings during October and November to provide you with information to help in your review of this draft document, and for you to ask any questions you may have about the document, the planning process, or any other related topic. Announcements for these meetings will be provided shortly.

We encourage written comments from any interested group or individual. Your comments will be analyzed and considered as we make revisions to the SMA management direction. In order to be fully considered in the analysis, comments must be submitted to the following address by November 15, 1990:

Scenic Area Manager
Columbia River Gorge National Scenic Area
902 Wasco Avenue, Suite 200
Hood River, OR 92031

We appreciate your continuing interest in the Management Plan for the SMAs and look forward to receiving your comments on this draft. If you have any questions, please contact Katherine Jesch or Jurgen Hess on the planning staff at (503)386-2333.

Sincerely,

ARTHUR W. DUFAULT
Scenic Area Manager

Enclosure

1990 OCT -1 AM 11:51
CLERK OF DISTRICT COURT
HOOD RIVER, OREGON



United States
Department of
Agriculture

Forest Service

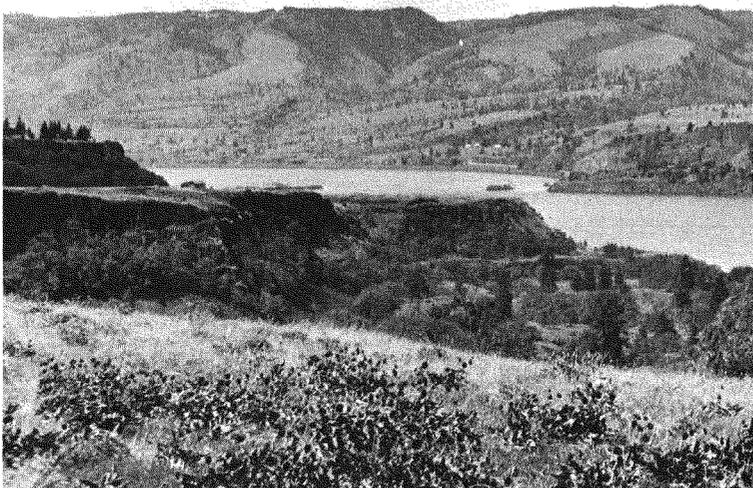
Pacific
Northwest
Region

October 1990



Draft Management Plan for the Special Management Areas

Columbia River Gorge National Scenic Area



Columbia River Gorge National Scenic Area

Draft Management Plan for the Special Management Areas

**USDA Forest Service
Pacific Northwest Region**



Table of Contents

Preface	i
----------------	----------

CHAPTER 1: Background	1
----------------------------------	----------

Scenic Area Act History	2
Provisions of the Act	4
The Planning Process	9
Plan Implementation	15
Public Involvement	16

CHAPTER 2: The Gorge Today	19
---------------------------------------	-----------

Introduction	19
Scenic Resources	22
Cultural Resources	28
Natural Resources	32
Land Uses	39
Agricultural Lands	40
Forest Lands	44
Residential Uses	49
Commercial Uses	51
Recreation	52
Analysis of Resources and Land Use	60

CHAPTER 3: Special Management Area Management Direction	69
--	-----------

Overview	69
Guidelines For Developments	72
Agricultural Lands	74
Forest Lands	78
Residential Uses	85
Commercial Uses	87
Open Space	89
Recreation	92
Transportation	100
Signs	103
Scenic Resources Protection	107
Cultural Resources	115
Natural Resources Protection	123

CHAPTER 4:
Recreation Development **129**

Introduction	129
Management Framework	130
Goals and Policies	133
The Concept Plan	136
Recreation Development Plan	139
Individual Site Development Proposals	142
Intpretive Sites within SMAs	148
Individual Trail Development Descriptions	162

CHAPTER 5:
Implementation **177**

Overview	177
Forest Service Role	178
Land Adjustment Strategy	179
Interpretive Program Summary	185
Enhancement Strategies	189
Monitoring the Management Plan	196

APPENDICES **203**

Glossary	203
References	215

Preface

Public Law 99-663, the Columbia River Gorge National Scenic Area Act, was passed by Congress on October 17, 1986, and signed by President Ronald Reagan one month later on November 17, 1986. Among other requirements, the Act directed the Secretary of Agriculture to prepare inventories and studies of the resources in the Special Management Areas (SMAs) and to develop land use designations and management guidelines for those lands. This responsibility is delegated to the Forest Service Scenic Area Office.

Section 8 of the Act contains the specific direction for the SMA Management Plan. On completion of the required steps, the Secretary shall submit these Plan elements to the Columbia River Gorge Commission for incorporation without change into the Management Plan for the entire Scenic Area.

This draft document contains summaries of the inventories and studies that were conducted and provides proposed management direction for SMAs as required by the Act. Specifically, the following SMA plan elements are included:

1. Resource inventories pursuant to Section 8(c).
2. Recreation assessment pursuant to Section 8(d).
3. Land use designations pursuant to Section 8(e).
4. Management guidelines for Federal lands pursuant to Section 6(c)(4).
5. Guidelines for land use ordinances for non-Federal lands pursuant to Section 8(f).

In addition to the plan elements required by the Act, this document contains proposed implementation guidance. A recreation development program is described in detail with specific development projects identified and described for the SMAs. A land adjustment program discusses the tools available to the Forest Service to acquire and dispose of lands to respond to the purposes of the Act and needs for resource protection identified in the Management Plan. Outlines of enhancement opportunities and monitoring needs are discussed, but will be described in greater detail

when the final Management Plan is completed by the Commission.

This draft Management Plan is provided to interested agencies and to the public for review and comment. Responses received by November 15, 1990, will be considered when the Forest Service makes revisions to the plan prior to submitting it to the Commission.

Formal public hearings will be held this winter to receive final comments on the Scenic Area Management Plan. The Forest Service will join the Commission at these hearings, anticipated in March 1991. After the hearings, the Commission will adopt the final Management Plan for the Scenic Area and submit the plan to the Secretary of Agriculture for concurrence, thus ensuring that the plan is consistent with the provisions of the Scenic Area Act.

As required in the Act, implementation of the Management Plan on non-Federal lands will be the responsibility of the counties in the Gorge through land use ordinances. After counties receive the final Management Plan, they will begin to prepare those ordinances. The Forest Service will offer technical assistance to the counties, as provided for in Section 14(a) of the Act.

The Commission will conduct a second series of public hearings and solicit public comments prior to county adoption in a process which will be outlined in the Management Plan. After adoption of the ordinances, the Commission will make a tentative determination that the ordinances are consistent with the Plan and submit the ordinances to the Secretary of Agriculture for concurrence.

The Secretary's concurrence with the county ordinances will allow the Forest Service to request appropriation of the implementation funds authorized in Section 16 of the Act. This final step will release development incentives which will allow the Gorge to achieve the vision of the future described in the Management Plan.

CHAPTER 1:

Background

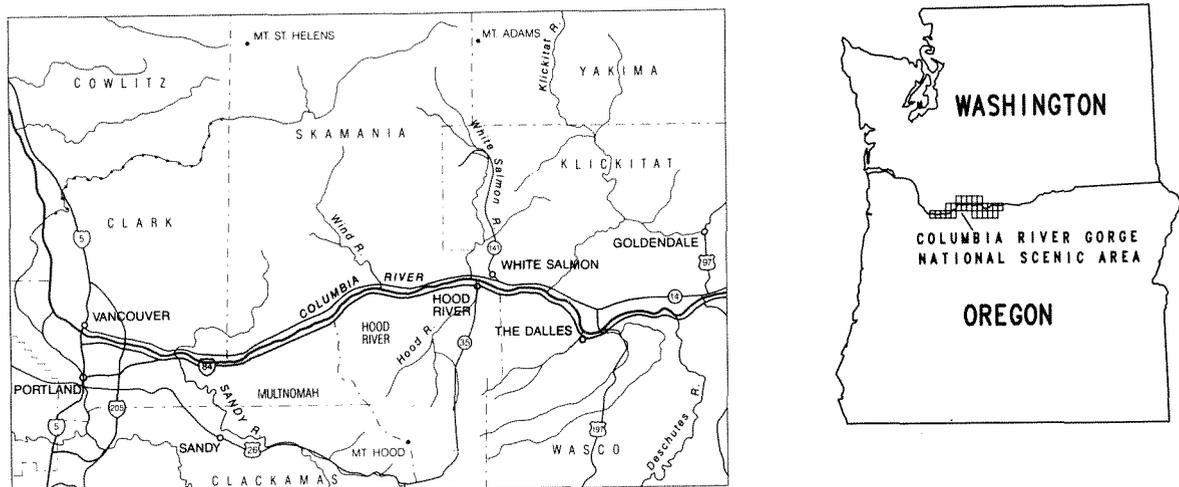
CHAPTER 1:

Background

Public Law 99-663, the Columbia River Gorge National Scenic Area Act, was signed by President Ronald Reagan on November 17, 1986. The Act provides direction for a unique partnership among federal, state, and local governments in planning, protecting, and managing the resources and land uses in the Columbia River Gorge.

Figure 1.1 shows the general location of the Columbia River Gorge National Scenic Area. The Scenic Area lies to the east of Portland, Oregon, and Vancouver, Washington. Extending 80 miles along the Columbia River, it stretches from the Sandy River on the west to the Deschutes River on the east. The Scenic Area covers portions of six counties: Clark, Skamania, and Klickitat counties in Washington, and Multnomah, Hood River, and Wasco counties in Oregon. In Skamania, Hood River, and Wasco counties, the Scenic Area includes the entire Columbia River shoreline for the county.

Figure 1:1. Location of the Columbia River National Scenic Area.



Approximately 292,600 acres (more than 450 square miles) are included in the Scenic Area. Nearly 50 percent of the land, 149,500 acres, lies in the general management areas (GMAs); 28,500 acres, or 10 percent of the land consists of urban areas; and the remaining 114,600 acres are in special

Table 1:1. Scenic Area Acreage by County

	GMA's	SMA's	Urban Areas
Multnomah County	6,596	31,150	550
Hood River County	34,953	20,910	4,066
Wasco County	52,180	4,894	5,903
Total Oregon	93,729	56,954	10,519
Clark County	8,215	1,091	0
Skamania County	13,636	44,861	7,537
Klickitat County	33,921	11,723	10,459
Total Washington	55,772	57,675	17,996
Total National Scenic Area	149,501	114,629	28,515

management areas (SMAs). Table 1.1 gives acreage figures for the Scenic Area by county.

The Forest Service is responsible for developing management plans for resource protection in the SMAs, while the corresponding responsibility for the GMAs lies with the Columbia River Gorge Commission. Urban areas are exempt from planning direction and regulations by either agency. Indian lands managed or held in trust by the Bureau of Indian Affairs are also exempted, based on the savings provisions in Section 17 of the Act.

Scenic Area Act History

Seven decades of political struggle came to a climax in 1986 when President Reagan signed the Act into law. The Gorge's rich resources had by then seen a patchwork of protection and development by a variety of governmental agencies. The two states, the six counties, seven ports, and thirteen urban communities all have a part in managing the Gorge. In addition, more than two dozen other government agencies play management roles. Since virtually each entity has a separate jurisdiction as well as a separate management approach, conflicting policies and priorities often emerge.

Before the turn of the century, a number of small communities had been settled in the Gorge. Intense resource extraction took advantage of the rich timber, agriculture, and fish resources.

Early on, the Forest Service played an active role in protecting and managing the resources of the Gorge. In 1893, Congress created the Cascade Range Forest Reserve, later combining it with the Bull Run Forest Reserve to become what was eventually called the Mt. Hood National Forest. Through the years, the area's population grew, and new and better highways made the Columbia Gorge increasingly accessible. In response to public demand, recreation in the area received special emphasis in the early part of this century when the Secretary of Agriculture designated the Columbia Gorge Park Division of the Oregon National Forest. This designation directed that the administration and use of the area be for preservation of the scenic beauty and for recreation use and public enjoyment, coordinately with the purposes for which the National Forest was established.

In 1937, the Gorge was considered for an interstate park by the Columbia Gorge Committee of the Pacific Northwest Regional Planning Commission. The Committee's report recognized for the first time the Gorge's "national significance."

During the 1950s, Gorge Commissions were created by both Oregon and Washington. Their effectiveness, however, was limited by inadequate funding, lack of authority, and by opposition from various factions within the Gorge.

In the 1970s, the Gorge gained wider recognition as an area of national significance. A Columbia Gorge National Recreation Area was proposed in 1970. It received some support though it was never enacted into law.

The National Park Service was requested by the Columbia Gorge Coalition (a conservation group comprised mostly of Gorge residents) to make a comprehensive study of the area in 1979. That study, published in 1980, indicated trends toward development which put the resources of the Gorge at risk.

At the same time as the Park Service report was released, an attempt was made to subdivide an undeveloped area across from the famed Multnomah Falls. This gave impetus to the efforts to protect the many resources in the Gorge.

The 97th and 98th Congresses, from 1980 through 1984, made several attempts to introduce legislation aimed at establishing some form of federal management for the Gorge area. Citizens formed strong interest groups to promote their varying viewpoints. The Friends of the Columbia Gorge lobbied for protective legislation, while Columbia Gorge United urged the continuation of the status quo. Differences in the various bills and conflict between the parties involved resulted in little or no progress.

On August 14 and 15, 1985, a retreat to resolve philosophical differences was held in Lacey, Washington, for the staffs of senators, governors and certain representatives. After two days of negotiations, the participants reached agreement on several key elements in the legislation. These agreements would lead to subsequent bills and, finally, the National Scenic Area Act.

On October 16, 1986, very late in the second session of the 99th Congress, the House of Representatives passed H.R. 5705, the Columbia River Gorge National Scenic Area Act. The Senate passed the bill on October 17. On November 17, only hours before the bill would have died as the result of a "pocket veto," President Reagan signed it into law. After 70 years of political controversy, the Columbia River Gorge had become a National Scenic Area.

Provisions of the Act

As the preceding account details, the struggle to enact protective legislation for the Gorge was long and, at times, quite intense. The reason is that many parties have interests in the Gorge, interests which are valid and deep rooted. Sometimes these interests coincide, but they are often in conflict. When the conflicts occur, acceptable solutions are not easy to work out.

The Gorge's rich timber resource, for example, supports wildlife and also supports the local economies. Nearly everyone appreciates the Gorge's scenic beauty and also its slower, more rural lifestyle. But some people strongly resist government regulations designed to preserve those features, while others insist that such regulation is essential.

A major challenge in drafting the legislation concerned the relative roles of the federal, state, and local governments. Another was what constituted fair treatment of the many private landowners in the Gorge.

In response to these many concerns, the Act was delicately balanced beginning with the two declared purposes:

- (1) 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) above.



Columbia River Gorge Commission

The creation of a bi-state Columbia River Gorge Commission to implement portions of the Act is another illustration of the delicate balance. For example, its composition is a picture of parity: the states appoint six members and the counties appoint six; six represent the state of Washington, and the other six represent Oregon. A thirteenth member represents the Secretary of Agriculture, but this member does not vote. Parity between the states is further protected by other legal provisions. For example, certain major decisions require approval by a majority of each state's commissioners (see, for example, Section 4(f); Section 6(f)(3)(B); and Section 10(b)(1)).

The role of the Commission was likewise carefully crafted. Though envisioned by federal legislation, it was enacted in legislation by the two states. The states fund the work of the Commission which functions as a state agency. The Commission will pass guidelines which are binding upon the counties, yet it will be the counties' responsibility to enact and enforce the ordinances which will implement those guidelines.

GMA's, SMA's, and Urban Areas

The Act's balance is further illustrated by the division of the Scenic Area into general management areas, special management areas, and urban areas. The GMAs generally contain the less fragile resource areas. Since these lands can be more intensely developed and require less regulation, activities will reflect more of the second purpose of the Act, supporting the local economies.

The SMAs generally contain the more sensitive resources which require more protection. The Forest Service was given responsibility for designing the management direction for all SMA lands; for implementing that management on federal lands; and for assisting in the management of non-federal lands in the SMAs.

Urban areas include the 13 developed communities in the Gorge. These areas are exempt from the planning requirements of the management plan, but will be the primary focus of economic development for implementation.

Land Acquisition

The Scenic Area Act provides the authority for the Forest Service to acquire certain lands through purchase, donation, or exchange in special management areas. In cases where scenic, cultural, recreation, or natural resources are

especially sensitive, requiring special protection and limiting development opportunities for the landowner, the Forest Service may purchase the land at fair market value, protecting the interests of both the landowner and the public.

A special case of land acquisition authority is the Dodson-Warrendale area. Although this community did not qualify as SMA because of the level of development, the Mt. Hood National Forest had traditionally acquired lands in the area for recreation access to adjacent National Forest System land when it was available. Congress did not want to limit this opportunity, so the Scenic Area Act designated the Dodson-Warrendale Special Purchase Unit.

Management Plan for the SMAs

Section 8 of the Scenic Area Act describes the planning requirements for the SMAs. The Secretary of Agriculture was given responsibility to:

[8(c)] “. . . complete a resource inventory for the special management areas consistent with the process and substance of the inventory prescribed by Section 6(a)(1) of this Act.”

Section 6(a)(1) requires that the inventory shall:

“. . . document all existing land uses, natural features and limitations, scenic, natural, cultural, archaeological and recreation and economic resources and activities . . .”

[8(d)] “. . . complete an assessment of recreation resources in the special management areas and opportunities for enhancement of these resources. The recreation assessment shall . . .

“(2) identify areas within the special management areas suitable for . . . public use facilities, including but not limited to educational and interpretive facilities, campsites, picnic areas, boat launch facilities, and river access areas; and

“(3) subject to the treaty or other rights of Indian tribes, identify areas within the special management areas suitable for use to increase access for recreation purposes to the Columbia River and its tributaries.”

[8(e)] “. . . develop land use designations for the special management areas. The land use designations shall be

“(1) based on the resource inventory prepared by the Secretary pursuant to this section; and

“(2) consistent with the standards established in section 6 of this Act.”

[8(f)] “. . . develop guidelines to assure that non-Federal lands within the special management areas are managed consistent with . . . the purposes of this Act.”

This document is the draft management plan for special management areas which will fulfill the above responsibilities. According to provisions in section 6(a)(3) and 6(b), the final version of this management direction will be incorporated without change into a complete management plan prepared by the Commission which covers the entire Scenic Area.

Interim Management

Section 10 of the Act provided for interim management of the Scenic Area until management guidelines were finally implemented by county ordinances. Some management responsibilities were given to the Forest Service, and others to the Commission. This situation of interim management is in effect at the present, and will be in effect for several more months.

The Forest Service was directed to develop guidelines for land use and resource protection for use in review of development proposals for consistency with the Act. The interim guidelines were prepared in the spring of 1987 with extensive public involvement, and were released on June 30, 1987. They will be in effect for each county until county land use ordinances are adopted to implement the management plan.

The Commission, once it was established, is mandated to review all “major development actions and new residential development.” These reviews covered properties in the SMAs as well as the GMAs. The Commission adopted the Forest Service’s interim guidelines with minor changes for use in these reviews. The Forest Service has continued to review all proposals other than those specifically assigned to the Commission.

The interim period has been much more than just a time of allowing business to continue until final ordinances are adopted. The experience with site-specific issues and development problems has provided an important reality check for the policies and ordinance guidelines. Also, the working relationship among the Commission, Forest Service, and county planners in the development review process insured that the federal-state-local partnership envisioned by the Act began to function early on.

The Planning Process

The Act provides for a planning process which would develop guidelines for protection and management of the entire scenic area. Section 8 provides planning direction for the SMAs. Specific steps were mandated, including resource inventories, a recreation assessment, land use designations, and guidelines for county ordinances. Figure 1.2 describes an overview of the complex process the Forest Service followed in fulfilling this direction.

In almost identical language, section 6 of the Act directs the Commission to create a management plan for the entire Scenic Area, incorporating "without change" the guidelines developed by the Forest Service for the SMAs.

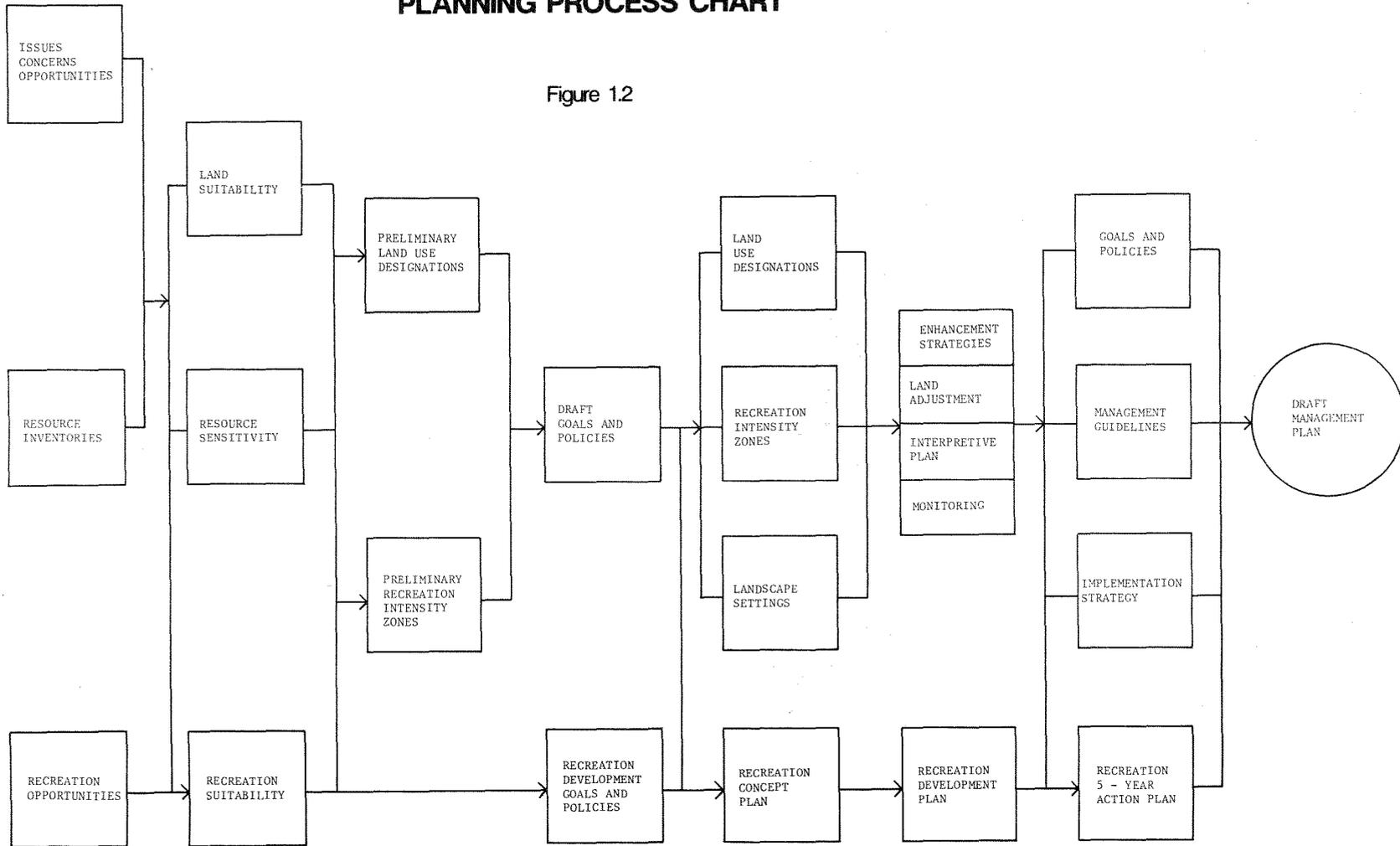
The Commission and Forest Service have worked closely in this planning process. The inventories, the land use designations, and other major portions of the planning process were carried out in concert. Therefore, while the results described in this document apply principally to the SMAs, the process described was followed for the entire Scenic Area.

Resource Inventories

Some inventory data was already available from other resource management agencies. A large portion of the data gathering, however, was done specifically for this management plan, under the direction of the Forest Service or the Commission. This data collection included inventories of scenic, biological, and cultural resources, along with recreation sites and trails, existing land uses, and vegetation types.

PLANNING PROCESS CHART

Figure 1.2



The Act also mandates an examination of opportunities for increased or improved recreation. Section 8(d)(3) and 6(a)(3)(C) require an inventory of areas which would “provide increased access for recreation purposes to the Columbia River and its tributaries.”

An inventory of a different sort involved listening to the general public, to interest groups, to Indian tribes, and to other agencies. The result was an understanding of issues and concerns that needed to be considered, plus identification of opportunities that might be pursued. This listening process was the start of an extensive and comprehensive process of public involvement which is described at the end of this chapter.

Analysis of Suitability and Sensitivity

One of the end products of the planning process is land use designations. The Act requires designation of lands for agriculture, forest, residential, commercial, and open space. Where more intensive recreation opportunities exist, there is also a public recreation designation. Determining the designation for a piece of land involve answering two basic questions:

- **LAND USE SUITABILITY:** apart from the question of sensitive resources, would the area be best suited for agriculture, for forest land, or for residential use?
- **RESOURCE SENSITIVITY:** Does resource sensitivity dictate an open space designation instead of the “suitable” use?

The starting point for determining land suitability was the inventory of existing land uses. The analysis included additional inventories as follows:

- **FOREST SUITABILITY:** soil type, slope, vegetation, and ownership patterns including commercial forest ownership.
- **AGRICULTURAL SUITABILITY FOR RANGE AND CROPS:** soil type, soil capability classification, vegetation cover, and slope.
- **RESIDENTIAL SUITABILITY:** existing subdivisions and development patterns
- **RECREATION SUITABILITY:** land use suitability, geologic stability, slope, and access.

Besides knowing where the sensitive resources are, the analysts had to consider how sensitive they were to human caused impacts. Various protection measures, including development standards and open space designations, were evaluated.

A key question for recreation was what type of opportunity could be provided in a particular location. This question refers not to the specific recreation activity, but to the general recreation experience. At one end of the spectrum, the setting might be rugged and isolated, and the activity might be difficult and challenging. Or, the setting could be well developed and perhaps crowded, while activities could usually be accomplished with ease.

Preliminary Land Use Designations and Recreation Intensity Zones

Preliminary land use designations were developed from the analyses of suitability and sensitivity.

In some cases, a piece of land had multiple suitabilities. For example, it could be currently used as forest land, but be potentially useful for agricultural land. In most cases, the land was assigned to the higher value designation, though in some instances it received a dual designation and the decision between the two designations was delayed.

The maps of suitable land uses were then compared with the maps of sensitive resources. Sometimes the resource could be well protected by placing limitations on management activities. In other cases, the land was designated open space to protect the resource. In some cases, the degree to which the resource was sensitive was unclear, and dual designations were applied until further analysis could be performed.

Preliminary recreation intensity zones were developed at the same time as the preliminary land use designations. These intensity zones were based on the recreation suitability analysis described above, and like the designations, establish the appropriate level of development for any given area. Intensity zones, ranging from Zone 1 which allows very low intensity recreation to Zone 4 which allows relatively high intensity, were applied as an overlay to all lands.

At first the intensity zones were drawn to allow for all potential recreation opportunities which were identified in the inventories, so long as the land was suitable for such use.

Then these zones were compared with the designations and the resource sensitivities. Adjustments were made where necessary to balance competing uses and to protect sensitive resources. The final result of this analysis step was a map of preliminary recreation intensity zones for the entire Scenic Area. Whereas land use designations determine what the use of a piece of land is or can be in the future, intensity zones regulate what level of recreation development can happen there.

After the preliminary designations and the intensity zones were drafted, public workshops were held in each county in the Gorge to display the preliminary results and encourage public review and discussion. Many members of the public responded with critiques, comments, and suggestions.

A detailed description of this analysis process and the results is contained in Chapter 2 of this document. The analysis process was much the same for the entire scenic area, both SMAs and GMAs, with the Forest Service and Commission planning staffs working together on the tasks.

Goals and Policies

Management direction for the SMAs was developed from the results of the analysis just described, with additional public involvement to guide the policy development.

In the process of drafting the preliminary land use designations, the purpose of each designation was generally established. However, many specific questions had not yet been answered. Before the designation boundaries could be finally decided upon, the effects of the designations had to be examined. These effects are determined by the goals and policies.

Many partners helped shape the goals and policies. These included key specialists from the Forest Service and other agencies, county planners from the six counties in the Gorge, plus those who shared their comments in the workshops and public comment process. Perhaps the most important partners at this stage were the Key Community Contacts described in the "Public Involvement" section at the end of the chapter. With input from many sources, the goals and policies were drafted.

Chapter 3 contains goals and policies for each land use and each resource. Their general purpose is to protect the Gorge's

resources. Strategies for enhancing the resources were considered in the same process, and are presented in Chapter 5.

Final Designations, Recreation Intensity Zones, and Management Direction

Based on the goals and policies as they appear in Chapter 3, the land use designations and recreation intensity zones were modified. Two other zone concepts helped to clarify the management direction for the Scenic Area.

Landscape settings provided a consistent visual theme throughout large areas. New SMA developments will be required to fit in visually with the landscape setting in which they are located. The five settings, described in the scenic resource section in Chapter 2, are as follows:

Wildlands: steep, undeveloped areas.

Woodlands: forested areas which show some development.

River bottomlands: low elevation lands along the Columbia River.

Pastoral: agrarian landscape.

Rural: more developed areas.

Recreation emphasis areas, presented as the recreation concept plan in Chapter 4, shows on a large scale the desired overall pattern for recreation development. For example, some areas are designated for intense development, and others are designed to continue to furnish an undeveloped recreational experience.

The Scenic Area Act intends that direction in the management plan will ultimately be implemented by the Forest Service for federal lands and by county land use ordinances for all non-federal lands. Thus, the Act requires that guidelines for the county ordinances be included in the management plan.

Management guidelines were drafted covering resource protection for all land uses and development standards for specific land use designations. County planners reviewed the initial draft and provided suggestions to assure that the final version would provide standards that could readily be translated into the county zoning ordinance format.

Plan Implementation

Implementation of the Management Plan requires more than spelling out management direction in county ordinances or federal land use direction. Strategies are needed to obtain the results envisioned for the future.

Chapter 4 describes opportunities for recreation development by presenting the recreation development plan.

Opportunities for development were identified in an extensive analysis process which is discussed in Chapter 2. Setting the goals and determining the best locations for facilities, trails, and other opportunities is the focus for the development plan.

In describing implementation actions for the future, Chapter 5 addresses a number of issues. The role of the Forest Service is described for supporting and facilitating activities by other entities. The Forest Service, for example, can provide specialists to help examine the resources in a given area. Enhancement strategies are proposed, opening the way for involvement and participation by anyone with an interest in making a contribution to the Gorge of the future.

A summary of the interpretive program for the scenic area is included, describing the goals for all related activities to ensure coordination and focus on a comprehensive theme.

Land adjustments are an essential tool to ensure that management activities can be carried out and to compensate property owners for lost opportunities when those opportunities conflict with the purposes of the Act.

Finally, a monitoring program is described to ensure that the management plan is effectively implemented and that development activities are carried out without adversely affecting the scenic, cultural, recreation, and natural resources of the Scenic Area.

Implementation of enhancement strategies and monitoring activities will be joint responsibilities of the Forest Service and the Gorge Commission. Because the Commission has not yet developed an approach for administering these programs,

the discussion in Chapter 5 is necessarily very tentative. As the GMA management plan takes shape, these sections will receive much more discussion.

Public Involvement

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 Gorge 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 two offices have provided periodic newsletters to a mailing list that now numbers nearly 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 downtown 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 communities. KCCs acted as sounding boards, and provided feedback from their friends, organizations, and business contacts in their community. Four hundred 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 City Councils, County Commissions, service clubs, interest groups, school classes, chambers of commerce, and the like. 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 will be scheduled to share the results of the 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 set up 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 involvement will not end with publication of the draft management plan. The public will be asked to review and comment on the SMA management direction presented in this document. There will also be a final opportunity for response to the draft management plan for the entire Scenic Area in early 1991. After the management plan is adopted by the Commission, local land use ordinances will be developed, necessitating further public review.

And, most importantly, the public will be invited to participate as partners in implementing the various components of this Scenic Area management plan. The public investment in achieving the vision set forth in the Plan goes beyond the funding authorized in the Act for development incentives. It is those who live here and those who visit who have a stake in the results of this process.

CHAPTER 2:

**The Gorge
Today**

CHAPTER 2:

The Gorge Today

Introduction

Before determining how best to manage the resources in the National Scenic Area, it was essential to understand more about the uses and resources which could affect and be affected by the decisions. This chapter describes the results of the inventory and analysis steps that led to the management direction for the Special Management Areas.

Prior to the Scenic Area legislation, numerous agencies or organizations with limited jurisdiction in the Gorge gathered information, conducted analyses, and made plans for managing within their own area of responsibility. Few had tried to look comprehensively at the entire Gorge, and none had brought together a comprehensive data base to provide a foundation for decision making. It took Federal legislation creating a federal-state-county partnership to give the impetus to that all-important task.

Advanced technology in the form of a Geographic Information System (GIS) provided the technical support to accomplish that objective. Inventory data was gathered in a single location, with a common language for retrieval and analysis that was available to all of the planners. The system design incorporated support from the major data management agencies in both states, the Department of Natural Resources in Washington, and the Department of Energy in Oregon. It is also relatively simple to share the data base with any other agency with management responsibilities in the Gorge.

This chapter describes in broad terms resources and land uses of the Scenic Area and the people who live in the Gorge. The scenic, cultural, and natural resources are described, followed by descriptions of the existing land uses. The final section deals with recreation. In each section, information gathered from the inventories is presented and analyzed,

and the legal regulation status prior to the passage of the Act is discussed.

The discussions in this chapter provide the foundation for the SMA management direction presented in Chapter 3.

Geology

The Columbia River, the largest on the Pacific Coast of North America, slices through the Cascade Mountain Range at nearly sea level on its path westward. It has formed the Columbia River Gorge, an 80 mile stretch of scenic beauty that comprises a portion of the Oregon/Washington border.

The diverse features and formations of the Gorge are the result of a combination of prehistoric events including volcanic action, landslides, and earth tremors that shifted and distorted the earth's surface. Approximately 13,000 years ago, a series of cataclysmic floods further shaped the Columbia River Gorge. These floods, some reaching an estimated 400 feet in height, cascaded down the original river channel, scouring the landscape with huge boulders the size of houses. Along with erosion and weathering over the centuries, all these forces have combined to form a natural work of art on a grand scale.

Climate

The Columbia River Gorge is a low-elevation pass through the north-south axis of the Cascade Mountains which have considerable effect on the climate. The Gorge's famous "nuclear" wind, which draws windsurfers from around the globe, results from a dramatic air pressure gradient caused by the break in the Cascades.

The Gorge is unique in its climatic transition from marine at the west end to continental in the east. Hood River marks the beginning of the transition zone between vegetation adapted to dry conditions to vegetation which needs more moisture. Mild weather with only short periods of extreme cold in the winter create an attractive living environment.

Cascade Locks near the western end of the Scenic Area receives almost eighty inches of rainfall per year, while The Dalles at the eastern end receives around fourteen inches, helping to account for the incredible array of vegetation and wildlife found throughout the Gorge.

Scenery

The diversity of the natural environment contributes to the dramatic scenic diversity. The myriad features of the Gorge—from the largest river in the Pacific Northwest to startling rock bluffs and cliffs, from heavily forested slopes to rolling agricultural fields—appeal to a wide range of preferences.

Seasonal changes usher in spectacular color arrays throughout the Gorge with the bright new greens of trees and dazzling splash of wildflowers in spring to the vibrant contrast of many-hued deciduous trees against the deep green forests in fall. Winter displays snow-capped volcanoes and scores of misty waterfalls, some frozen until spring.

Complementing the scenic and natural diversity, the variety of human activities add a measure of interest to the landscape. The pastoral settings of Mt. Pleasant, Corbett, and Mosier suggest an agrarian way of life, in contrast with the less developed forest and woodland areas contain only a scattering of residences.

Socio-Economic Setting

An estimated 52,000 people lived in the Gorge, according to the *Economic Opportunity Study* prepared for the Commission (Economic Research Associates, 1988). The population has been growing slowly and steadily, and this trend is expected to continue. The largest urban areas are The Dalles, with a population of 10,700; Hood River, with 4,500 inhabitants; and the White Salmon/Bingen area, with a combined population of 2,800. The rest of the Gorge's residents live mostly on farms or other acreages, or in small towns scattered along the Columbia River.

The Scenic Area economy is based principally on five sectors: forest products; manufacturing; agriculture; government; and tourism.

The forest products industry has an uncertain future, although modernization of the mills over the last decade should be beneficial as the quality and quantity of the available timber changes. The largest type of manufacturing (other than wood products) is aluminum production. This sector should be stable economically, barring unforeseen changes in the world aluminum market or the supply of electricity from the Bonneville Power Administration.

In the other sectors, agriculture and government appear to be stable. Tourism in general should see moderate growth, with windsurfing growth leading the way. In the United States economy in general, the importance of manufacturing has been decreasing, and that of trade and service industries has grown in recent years. Economic conditions in the Gorge have followed that trend. Perhaps this pattern has occurred in the Gorge more than it has nationwide, due to the uncertainties in the forest products industry and the growth in tourism.

The per capita income in 1987 was estimated to be \$10,520 in 1982 dollars, which is equivalent to \$12,570 in 1987 dollars. This is lower than the Oregon average income of \$13,900 (Oregon Employment Division, 1989a). Washington's average income of \$15,640 (Employment Security Department, 1989a) was higher yet. These figures follow a pattern which can be observed in both states; in the more rural areas, the incomes tend to be lower than the state average.

Scenic Resources

The long-term protection of scenic resources was the most basic reason for the Scenic Area Act. There is wide agreement that the Columbia River Gorge is a special place, and that the quality of the scenery is perhaps the most important reason for the special feeling.

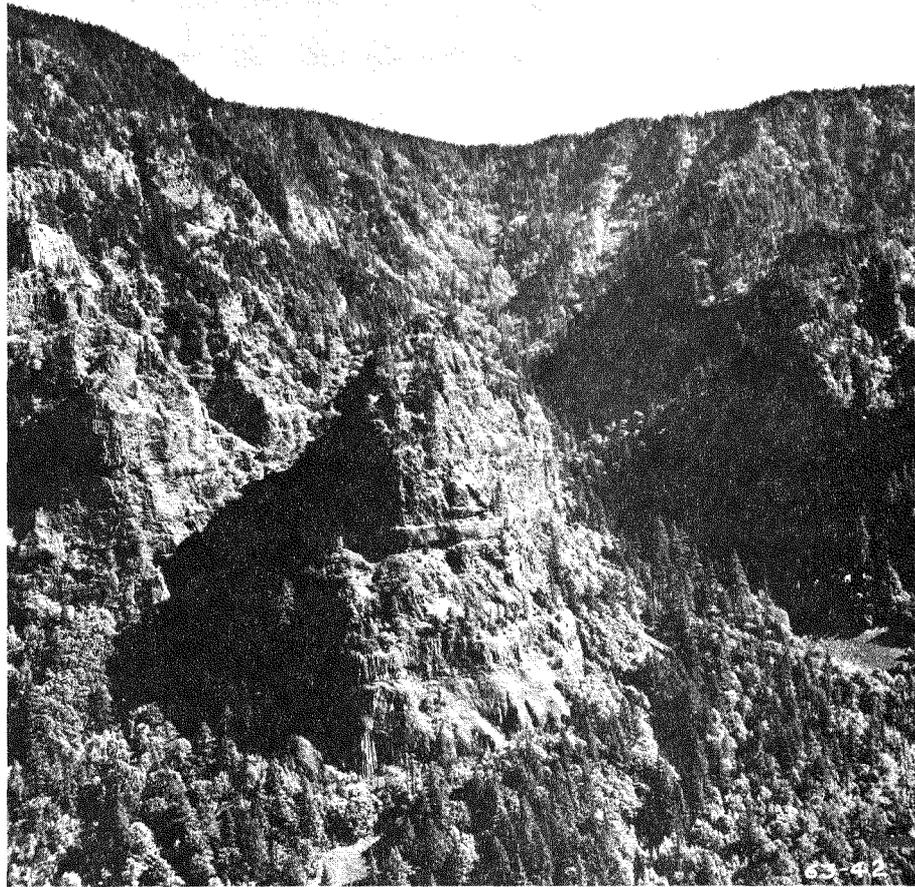
The National Scenic Area Act, in its first purpose, gives the scenic resources the first mention:

“. . . to protect and provide for the enhancement of the scenic . . . resources of the Columbia River Gorge” (Section 3(1)).

To begin the process towards fulfilling the Act, it is first necessary to assess what the scenic resources are, what the public desires, and what is needed to insure protection and enhancement over the long-term. These are the inventories and the analysis products for that assessment.

Inventories

The first step in the visual analysis was to assemble a scenic resource inventory. Some work had been done specific to the



Scenic Area, most notably the research done on visual quality in the *Columbia River Gorge: Study of Alternatives* (National Park Service, 1980) and the *Recreation Overview* (Jones and Jones, 1988). This work served as a good beginning, but more detail and scope was required. Seven scenic map layers were created for this inventory, based on the Forest Service visual management system. A summary of the inventory data used in the scenic analysis is presented in Table 2.1. The maps are available for reference in the Forest Service Scenic Area Office.

Visual Attributes

Visual attributes, or character types, are those representative landscapes that repeat themselves throughout the Gorge. While some are natural features, such as cliffs and oak savanna, others are substantially the product of man, such as the pastoral landscape and rural townscapes. Twelve separate landscapes were identified: special, pastoral, water, cliff, tablelands, stream, ridge, forest, oak savanna, erosion features, grasslands, and rural townscapes. These landscapes were identified and drawn on

Table 2:1. Mapped Inventories Used in Analysis of Scenic Resources

TYPE OF INVENTORY	PERFORMED BY	SOURCE(S) OF INFORMATION	EACH AREA ON THE MAP IS ONE OF THE FOLLOWING CATEGORIES:
Vegetation Classes	Dr. Chris Kiilsgaard	Aerial photographs, surveys	38 vegetation classifications]
Landscape Attributes	CRGNSA	Aerial photographs, ground surveys	Pastoral; forest; oak savannah; grassland; rural townscape; cliff; tableland; ridge; erosion feature; water; stream; special.
Landscape Diversity	CRGNSA	Aerial photographs, ground surveys	Outstanding; distinctive; common.
Seen Areas from Key Viewing Areas	CRGNSA	Computer analysis	Seen; unseen.
Landscape Significance	CRGNSA	Combination of Landscape Diversity and seen areas.	Primary; secondary; third order; least.
Visual Absorption Capacity (VAC)	CRGNSA	Based on slope and vegetation inventories completed for visual analysis.	High; moderate; low; minimal.
Landscape Sensitivity	CRGNSA	Combination of Landscape Significance and VAC	Critical; high; moderate; low; minimal.
Existing Land Uses	Cascade Planning Associates	Aerial photographs, surveys, county assessor records	Cropland/pasture; irrigated cropland/pasture; orchard/vineyard; Christmas tree plantation; rangeland; timberland; quarry; park/refuge; urban; undeveloped.
Ownership	CRGNSA	County assessors' maps and files	National Forest System; Bureau of Indian Affairs; state; private timber producers; others.
Roads, Rivers, Lakes	USFS	USGS maps	Road; river; lake.
Slope	ODOE	Elevation data	0-10%; 11-20%; 21-30%; 31-45%; 46-60%; 61+%.
Aspect	ODOE	Elevation data	N; NE; E; SE; S; SW; W; NW.
Elevation	USFS	Orthophotoquads	[Feet above sea level; data is equivalent to 40-foot contour interval.]

All of the mapped data is stored in the CRGHSA Geographic Information System (GIS) database. All data compiled at 1:24,000 scale.

a map of the Scenic Area and entered into the GIS as an inventory.

Landscape Diversity

When a person looks at a landscape the key feature that attracts the eye is diversity, such as a cliff within a forested area. The Columbia River Gorge is a wonderful example of natural and man-made diversity. Areas of steep forested mountain sides broken by large cliffs and water falls or open grasslands mixed with oak woodlands. To distinguish the different landscape diversities, the Gorge landscapes were categorized into three categories: outstanding (features that catch the eye and keep one's attention), distinctive (features that catch the eye but do not keep one's attention), and common (feature that do not catch the eye). These areas of landscape diversity were mapped using aerial photographs and extensive field work and entered into the GIS for future use.

Seen Areas

To help define those visually sensitive areas of concern within the Gorge, several key viewing areas, from which large numbers of people view the National Scenic Area portions of the Gorge, were selected as benchmarks from which to measure the seen areas. Table 2.2 lists the key viewing areas that were identified in the public involvement process used for the Interim Guidelines. From these areas, most of the Gorge can be seen. The areas that were not seen were generally those areas removed from the river corridor or on back facing slopes of the Gorge.

**Table 2:2
Key Viewing Areas**

<i>Highways and Railroads</i>	<i>Viewpoints</i>	<i>River Areas</i>
Historic Columbia River Highway	Multnomah Falls	Columbia River
Interstate 84	Bridal Veil State Park	Rooster Rock State Park
Washington State Route 14	Crown Point	Beacon Rock
U.S. Highway 197	Panorama Point	Bonneville Dam Visitor Center
Cook-Underwood Road	Rowena Plateau	
Seven Mile Hill	Portland Women's Forum State Park	
Burlington Northern Railroad	Cape Horn	
Union Pacific Railroad	Dog Mountain Trail	
	Larch Mountain	
	Sorosis Park	

Landscape Significance

This concept combines the inventories of diversity and seen areas, identifying those lands which are inherently striking to the eye and are seen from key viewing areas as most significant. Four levels of significance were mapped: primary, secondary, third order, and least.

This inventory shows the striking cliffs, the river, and waterfalls as highly significant.

Visual Absorption Capability

Visual absorption capability is based on the premise that some landscapes can absorb changes in development to a greater degree than other landscapes. Many different factors may be important in determining visual absorption capability (VAC). In the scenic area, the significant factors were the slope and the vegetation.

Using the slope and vegetation inventories, the Gorge was mapped using four VAC categories: high, moderate, low, and minimal. As a general rule, areas which were relatively flat and heavily forested had a high VAC; substantial development could occur without adversely affecting the scenic values because the development could be hidden. On the other hand, open grasslands in the eastern Gorge had low or minimal VAC, because development could not be hidden and would have immediate adverse affects on the scenic values. Forested areas on a steep slope would likewise have a low VAC because development is more difficult to hide and more likely to detract from the scenic values.

Landscape Sensitivity

This inventory combines the VAC with the Landscape Significance inventory. Thus, those lands that are most significant (most catching to the eye or prominently seen) and have a low or minimal VAC are the most sensitive or critical lands when considering development. Landscape sensitivity was mapped from an overlay of VAC and Landscape Significance. Five levels of sensitivity were developed: critical; high; moderate; low; and minimal.

Those areas identified as critically sensitive include cliffs and prominent landforms with little vegetation in which to hide development. Those lands which are not prominently seen and are covered with forests would have low or minimal sensitivity.

Each of the six maps were entered into the GIS as data layers that could be used in analysis later in the planning

effort. These inventories describe the present condition of the scenic resources, providing a baseline against which future conditions could be compared.

Landscape Settings Analysis

Although members of the public expressed views from all extremes, the majority of the public input was strongly in favor of maintaining the scenic quality in its present condition with strong emphasis on enhancement. To reach this goal and maintain the local economy, an understanding of the cumulative impact of development and change over time was needed.

The next step was to develop an approach for defining and describing the desired scenic condition for the scenic area. The concept of landscapes settings gives definition to the scenic values found within the Gorge and also gives direction to the subsequent protection of these values.

The scenic area was divided into five Landscape Settings. These settings contain distinctive natural and cultural landscapes and describe the particular visual characteristics specific to each setting. For example, the pastoral setting represents those areas that are to retain the agricultural use and the landscape that develops with that use. Likewise, the wildland setting would retain the characteristics of the wild, rugged areas with little or no evidence of human activity.

The five settings are as follows:

1. **WILDLANDS:** These are steep, rugged, and undeveloped, with little or no influence by human activities.
2. **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 as on the eastside of the Gorge. There will be visual evidence of human influence such as harvest activities, roads, powerlines, or other developments, and there could be some scattered rural development.
3. **RIVER BOTTOMLANDS:** This setting includes islands, wetlands, floodplains, shorelines, and associated low elevation lands, both developed and undeveloped, along the Columbia River shore.

4. **PASTORAL:** This setting is an agrarian setting characterized by cultivation and agricultural uses such as pastures, orchards, or vineyards. This setting may include woodlots and scattered rural residential development.

5. **RURAL:** This setting is a more developed area with housing to a degree that it is no longer pastoral. Development is more concentrated, with single family homes in evidence.

The landscape setting map shows most of the wildlands in the more remote areas of the Gorge where no or little human activity is evident. The majority of the Gorge is included under the woodland setting which includes the coniferous forests where timber harvest has occurred and the oak woodlands in the eastern portion of the Gorge. The pastoral setting largely coincides with the agricultural areas in the Mount Pleasant, Corbett, and Mosier areas. There are only two small rural settings within the SMA and these are at Latourel and Rowena Dell. The river bottomland setting includes the low, flat lands along the Columbia River.

Summary

The landscape diversity, seen areas, and landscape attributes inventories identify the dramatic features of the Scenic Area. The visual absorption capability inventory illustrates how many large sections of the Scenic Area cannot absorb development without disrupting scenic values. Further, the landscape sensitivity and landscape significance inventories identify those areas that are of outstanding or highly significant scenic value.

The scenic inventories indicate where scenic resources are most sensitive, suggesting where the needs for protection are greatest. The concept of landscape settings provides an important tool for integrating scenic resource protection into the mainstream of land use planning controls and regulations. A combination of planning tools including open space designations, landscape settings guidelines, and design standards for individual developments can provide the scenic protection envisioned in the Act.

Cultural Resources

The cultural resources of the Scenic Area encompass the prehistoric and historic eras. Archaeological work, begun in

the Gorge in 1924, has documented evidence of human occupation on the east end of the Scenic Area as early as 10,000 years ago.

Archaeological, ethnographic and historic records substantiate The Dalles area as a major trade center for native peoples of the Pacific Northwest for many centuries. Each year, people from the coast and the inland plateau met at Celilo Falls east of the Dalles to fish and trade. Lewis and Clark noted intensive use of this area in their journals when they passed through the area in 1805.

Evidence indicates prehistoric occupation farther west within the Gorge was much later, beginning about a thousand years ago. Catastrophic flooding and landslides as well as erosion have destroyed most of the landforms on which older settlements may have been located, and much of the area along the river has been inundated by reservoirs.

The Gorge served as a migration and trade route for the Indian tribes, and provided Lewis and Clark access to the Pacific in 1805. The Lewis and Clark journals record the magnificence of the Gorge and its suitability as a passageway for humans and animals. Later, the Gorge became a travel route for early pioneers to reach the rich Willamette Valley.

Euro-Americans first appeared in the Columbia River country in the years following Lewis and Clark's expedition, consisting primarily of fur seekers, explorers, and missionaries. Pioneers followed in the 1840's intent on settling in the north west territory after braving the long journey across the country. In 1882, the Oregon Railway and Navigation Company linked eastern and western Oregon and helped set the stage for the "Great Boom of the 1880's" on the Columbia Plateau. Another factor that changed the Gorge was the completion in 1922 of the Columbia River Highway, the first modern highway in the Pacific Northwest, which linked the two ends of the Gorge by continuous road.

All these activities left their traces, both in the form of material artifacts and in the form of traditions passed through the years, some of them reaching down to today. The Scenic Area Act requires that these cultural resources be protected, including the requirement "to protect and provide

for the enhancement of the . . . cultural . . . resources of the Columbia River Gorge . . ." (Sec. 3(1)).

Cultural resources include both prehistoric (before recorded history) and historic (generally older than 50 years) properties, as well as spiritual, sacred, and traditional use areas. In addition to artifacts, cultural resources also include general areas of land as a "setting for . . . events or a sacred area." They also include people who continue "practicing the cultural life styles of their ancestors."

Native American Indians continue to maintain and exercise their cultural identity within the Scenic Area and along the Columbia River. Commercial, subsistence and ceremonial fishing is a right reserved by the treaty tribes by the treaties of 1855. Likewise, hunting, gathering of traditional foods and materials, and grazing on public lands is a privilege guaranteed by the treaties.

Federal law and policy encourages and protects the use of certain areas for the pursuit of traditional cultural practices. The recording of oral history information for future generations is a high-priority concern of tribal governments, as is documentation of traditional use areas and practices.

Looting of archaeological sites is an increasing concern. Both Oregon and Washington strictly forbid unauthorized excavation of sites, and in recent years prosecution of offenders has been more actively pursued by federal, state and tribal governments.

Inventories

Heritage Research Associates prepared a *Cultural Resource Overview* for the Scenic Area (Beckham, S.D., R. Minor, K.A. Toepel, and J. Reese, 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. Summaries of native American Indian cultures including contemporary tribes and the history of the region's settlement by non-Indians, are also presented.

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 information and such information shall be used for administrative purposes only" (Sec. 6(a)(1)(A)).

Almost all archaeological investigations in the Gorge to date have occurred at sites which were excavated in advance of development. The vast majority of this research occurred on sites in or near the area now covered by the reservoirs, and as a result more is known about riverine cultures than those that occupied the higher lands. There has been virtually no archaeological research on the upland areas within the National Scenic Area.

Some development reviews during the interim period have required on-the-ground cultural surveys to determine if resources exist on the site and what mitigation measures might be needed to protect such resources. Five of those sites have contained enough indication of resources to require monitoring during construction. Five additional sites have resulted in sufficient findings to require a full-scale inventory of the site prior to beginning construction. In the future, such site inventories will contribute additional knowledge and understanding of past human history.

Given the minimal amount of information about existing cultural resources, particularly away from the edge of the Columbia river, it was necessary to develop an analysis tool to determine where to focus additional research.

A "cultural resource inventory design" was developed as part of the cultural resource overview for the Scenic Area (Beckham, Toepel and Minor, 1988). Within this design the authors recognized limitations on the previous research conducted in the Scenic Area as well as those imposed by topography, vegetation, slope and other variables, on the likelihood of finding prehistoric and historic material remains. The recommended inventory design was based upon environmental factors such as constraints or opportunities offered by topography, availability, vegetation, as well the availability of natural resources. An additional factor was the historical record documenting how and where landscapes were used as derived from documentary and archaeological research.

Based on information in the inventory design, and supplemented by two years of archeological field experience,

a three-part predictive strategy has been designed for the Scenic Area, one that delineates areas as being of high, moderate, or low probability for the presence of cultural resources. This approach is designed both on the known probability of locating a cultural resource, primarily due to the known existence of resources within similar environmental or topographic areas, as well as the likelihood of being able to observe a cultural resource should one be present.

With the use of this inventory approach, guidelines for regulating additional development could be designed to insure protection for cultural resources and to maximize the chances of gaining additional knowledge from future development activity. Further, this tool can be used to target inventories and studies on lands intended for protection and enhancement, in order to expand interpretive opportunities. It can be expected that, as field experience accumulates and more information is collected, the inventory approach will be refined.

Natural Resources

Natural resources include all vegetation, all wildlife and fish, and their habitats. The Act requires the Commission and Forest Service to prepare a resource inventory that shall “. . . document all existing land uses, natural features and limitations, [and] . . . natural . . . resources and activities . . .” (Section (6(a)(1)(A))).

Many factors combine to make the 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. Five species of salmon are indigenous to the river: sockeye, coho, chum, Chinook, and pink. Steelhead trout are more abundant in the Columbia than any other river system. Other fish in the lower Columbia River include trout, suckers, lamprey eel, whitefish, char, pike, chub, and sturgeon.

The geology of the Gorge, a low elevation corridor linking the relatively moist Willamette Valley to the much drier central

Oregon and Washington climate, has created a remarkable diversity of habitat for vegetation and wildlife.

Over 200 rare plant sites were mapped by the Oregon and Washington Natural Heritage Programs. Additional sites were located by amateur botanists. Forty-three significant plant communities, or natural areas, were mapped, ranging from old growth forests in Multnomah Basin in Multnomah County to bunchgrass prairies in the Columbia Hills of Klickitat County. Most of these areas were identified as containing threatened or sensitive plant species as well as unique and distinctive plant associations.

Of the large mammals, Roosevelt elk, black-tailed deer, black bear, and cougar have been reported in various parts of the Gorge. Other mammals include bobcat, coyote, fox, weasel, beaver, rabbits, and squirrels. Birds include quail, pheasant, grouse, and many species of waterfowl.

Sensitive or threatened and endangered animals include the pine marten, spotted owl, western pond turtle, peregrine falcon, Larch Mountain salamander, northern bald eagle, western gray squirrel, California king snake, and the pileated woodpecker, to name a few.

Many areas within the National Scenic Area were identified as special plant and wildlife habitats. Their ecological significance and susceptibility to adverse effects from development were determined through a natural resource inventory. Not all these resources are equally sensitive. Some could be destroyed by development or overuse; others can coexist with certain activities.

Inventories and Analysis

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 mission. The task of the Forest Service and Commission was to gather all the available information into one place, and supplement it as necessary.

The first step, then, was to gather the existing information. The following agencies contributed significant amounts of information:

Oregon Department of Fish and Wildlife

Oregon Natural Heritage Program, The Nature Conservancy
 Washington Department of Wildlife
 Washington Department of Fisheries
 Washington Department of Natural Resources, Natural Heritage Program
 U.S. Fish and Wildlife Service
 U.S. Forest Service Regional Office, Pacific Northwest Region
 Mount Hood National Forest
 Gifford Pinchot National Forest

In addition, several organizations and individuals with extensive local knowledge of the 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 to provide information about habitats or conditions in the Gorge. A summary of the inventory data used in the natural resources analysis is contained in Table 2.3. A discussion of the major studies follows.

**Threatened,
 Endangered,
 and Sensitive
 Species**

This inventory includes all species listed in the federal and state threatened, endangered, and sensitive categories which exist in the Gorge. The data was provided by the Oregon Natural Heritage Program database maintained by the Nature Conservancy, and by the Washington Natural Heritage Program database at the Washington State Department of Natural Resources. The data provides detailed site information for each species. Because of the risk of damage to the resource if location information were released, this data is not available to the public.

**Major
 Vegetation
 Classes**

Prepared by Dr. Chris Kiilsgaard under a contract to the Scenic Area, this study documented the vegetation classes within the area. Based on analysis of aerial photographs, the study uses two main categories: the westside and eastside vegetation.

The west side vegetation lies west of Viento State Park on the south side of the river and west of the Little White Salmon River on the north side of the river. There are twelve westside classes ranging from cottonwood-Oregon ash mixed stands, to western hemlock/Douglas fir forests, to Oregon

Table 2:3. Mapped Inventories Used in Analysis of Natural Resources

Type of Inventory	Performed by	Source(s) of Information	Each Area on the map is one of the following categories
Threatened, Endangered, and Sensitive Animals, Fish and Plants	OR & WA Natural Heritage Programs	Surveys	[Locations of threatened, endangered or sensitive species. Because of their sensitivity, these maps are not public information.]
Vegetation Classes	Dr. Chris Kiilsgaard	Aerial photographs, surveys	[38 vegetation classifications]
Significant Botanical and Ecological Areas	OR & WA Natural Heritage Programs	Aerial photographs, surveys	[47 significant areas]
Wetlands	U.S. Fish & Wildlife Service	Aerial photographs, surveys	Palustrine (marshes, etc.); Riverine (rivers); Lacustrine (lakes)
Wildlife and Fish Habitat	U.S. Fish & Wildlife Service, OR Dept. of Fish & Wildlife, WA Dept. of Wildlife, WA Dept. of Fisheries, Mt. Hood N.F., Gifford Pinchot N.F.	Surveys	Elk winter range; shallow water; fishing area; sturgeon breeding area; habitat for waterfowl, bald eagle, spotted owl, pileated woodpecker, turkey, peregrine, pika, pine marten, mountain goat
Existing Land Uses	Cascade Planning Associates	Aerial photographs, surveys	Cropland/pasture; irrigated cropland/pasture; orchard/vineyard; Christmas tree plantation; rangeland; timberland; quarry; park/refuge; urban; undeveloped.
Ownership	CRGNSA	County assessors' maps & files	National Forest System; Bureau of Indian Affairs; State; private timber producers; other
Roads, Rivers,	CRGNSA	USFS maps	Road; river; lake
Slope	USFS	Aerial photographs	0-10%; 11-20%; 21-30%; 31-45%; 46-60%; 61+%
Aspect	USFS	Aerial photographs	N; NE; E; SE; S; SW; W; NW
Elevation	USFS	Aerial photo-	[Feet above sea level; data is reliable to nearest 40 feet]

white oak, and grasslands. The eastside vegetation has fourteen classes ranging from bigleaf maples, to ponderosa pine, to bitterbrush shrublands, and dunes. In addition to the vegetation classes, sites with no vegetation were inventoried as talus slopes/cliffs, highways, and water. Human-affected vegetation types included rangelands, pastures, orchards/vineyards, row crops, shelterbelts, residential, shorelands, and woodland drainages.

**Significant
Botanical and
Ecological
Natural Areas**

This inventory identified areas with unique botanical characteristics and/or special ecological significance. The Scenic Area contracted with the Oregon and Washington Natural Heritage Programs to prepare the study. The survey was completed in the summer of 1988 with some additional follow-up the following year.

The first step in the inventory was the examination of aerial photographs. This proved to be generally useful in the coniferous zone but unreliable in the drier zones where grazing has heavily affected the vegetation. In addition, information from local residents and other knowledgeable people helped to identify potential sites to be inventoried. Field surveys were conducted to describe and determine the types of plant communities, assess the quality of each community, and delineate boundaries for each area.

There were 23 sites identified in Washington and 24 in Oregon. The majority of the larger sites were in the western or central part of the Gorge on public lands. Sites located in the eastern portion of the Gorge are for the most part smaller and located on private lands. The larger sites include entire drainages, ranging from western hemlock forests in Multnomah Basin to more arid sites in Tanner Creek and Ruckel Creek in Oregon, and from Table-Greenleaf Mountains to Dog Mountain and Little Wind River in Washington. Protection of an entire watershed benefits research, results in an area with high natural diversity over a wide range of elevations, and provides a high degree of site integrity.

In the eastern Gorge, field surveys located few areas without obvious signs of heavy past grazing or that were free of exotic, invasive cheatgrass. Consequently, the potential natural areas are small and rarely in pristine condition. The exceptions to this condition were the large areas on Rowena

Plateau and the ridge of the Columbia Hills. There were no entire drainages in natural or undisturbed condition.

Usually, at least one area in fair condition was found to represent the expected community types. However, some communities had apparently died out. Few wetlands and riparian areas in the east Gorge were in good condition, and there were no permanent ponds which were pristine. Ponderosa-Oregon Oak communities have been changed by grazing, selective cutting, and alteration of natural fire occurrences.

Wetland Inventory

Historically, wetlands were regarded as a nuisance. They were often drained and filled to be used for other purposes. It has been estimated that Washington state has lost half of its wetlands since 1900; in Oregon, the loss is estimated at 38 percent (Washington State Department of Ecology, 1988). Wetlands perform many functions, including: maintaining water quality; erosion control; ground water recharge; recreation; education; fish and wildlife habitat; and esthetics.

The U.S. Fish and Wildlife Service has been conducting an inventory of the wetlands throughout the United States. Most of their data was gathered from aerial photographs followed by field studies, review of existing information, and interagency review. This data was used for the basic Scenic Area inventory.

The inventory classifies the wetlands by examining the ecology, hydrology, and soils. Wetlands are classified into five systems. Two of these systems, the marine and estuarine, relate to coastal conditions and are not found in the Gorge. The remaining three systems are as follows:

- Palustrine: shallow ponds, marshes, swamps, and bogs.
- Riverine: rivers, creeks, and streams.
- Lacustrine: lakes and deep ponds.

Wetlands have received increased attention in the last few years. Most of this concern has focused on the palustrine wetlands, the marshes and shallow ponds. These lands are important for several reasons, including the fact that they are the most vulnerable to alteration by humans.

Although less public attention has been paid to the riverine (river) and lacustrine (lake) systems, these wetlands are also

crucially important. The Columbia River is classified as a riverine wetland below Bonneville Dam, and a lacustrine wetland above the dam.

**Significant
Wildlife
Habitats**

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. Habitats where threatened, endangered, or sensitive species were known to exist were identified. These included spotted owls, pine marten, pileated woodpecker, bald eagle, and peregrine falcon. Also mapped were areas suitable for and known to be used by particular classes of wildlife, including waterfowl, blue heron rookeries, and raptor nesting sites (osprey, for example). These were mostly located in riparian bottom lands and shallow water of the Columbia River and its major tributaries. Conditions which provide winter range for deer, elk and turkey were also mapped.

Anadromous fish, the salmon and steelhead, are a matter of current attention. The U.S. Fish and Wildlife Service is considering whether five sub-species of salmon should be listed as "threatened." The fish are being looked at because they are a valuable commercial resource, a valued sport fish, and an essential element of the Native American cultural heritage.

In the mid-nineteenth century, up to 16 million adult fish migrated through the Columbia Gorge. The current runs have dwindled to roughly 2.5 million fish (Columbia Basin Fish and Wildlife Authority, 1990). The Columbia River Basin Fish and Wildlife Program, developed by the Northwest Power Planning Council, has established an initial goal of doubling the size of these runs by the year 2000. Working to help achieve this goal, the Forest Service has adopted the "three region anadromous fish policy." Making a commitment to long-term inventory, protection and enhancement of anadromous fish resources throughout the Pacific Northwest.

**Existing
Regulation**

Presently, natural resource protection falls within the jurisdiction of several agencies, each of which has different priorities. The U.S. Fish and Wildlife Service decides which species should be listed under the Federal Endangered Species Act and consequently given some protection by federal and state laws. On federal forest lands, the Forest

Service protects special habitats. On non-federal lands, the protection lies within the jurisdiction of the states and counties. In coniferous forested areas the state forest practice acts give minimal protection to these resources. Outside these areas there is generally no protection other than for game species that are protected by state hunting regulations.

The major threat to wildlife and plants has been the loss of habitat due to residential development and to unsound logging practices. Some habitats, such as the oak woodlands and riparian areas, need special protection if they are to remain a viable part of the unique values of the Gorge.

The inventories and analysis of natural resource sensitivity indicates where the resources are most sensitive and what level of protection is needed. A combination of open space designations, development regulations, and enhancement strategies can provide the protection required by the Scenic Area Act.

Land Uses

The Act requires an inventory of existing land uses. Section 6(a)(1) requires that:

“The Commission shall complete a resource inventory. The resource inventory shall . . . document all existing land uses.”

In describing the land use designations to be developed, the Act, in Section 6(b), requires that “The Commission . . . shall develop land use designations. . . . The land use designations shall:

“(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 . . .

“(6) designate areas used or suitable for residential development . . .”

This land use analysis requires various inventories to determine the lands which are “used” or “suitable” for agricultural, forest, or residential land. Table 2.4 lists the inventories which were used in this analysis.

Overall, in the special management areas, 86,000 acres or 75 percent of the land is forested land. Eighteen thousand acres (15 percent of the SMAs) consist of cliffs, rocky areas, or other types of land not suitable for commercial forests and not developed for any other use. Of the remaining 11,000 acres, only 92 acres are in residential development, and the rest is agricultural land.

Agricultural Lands

Most of the agricultural land lies in the eastern end of the Gorge. Where the soils are good and abundant water is available, prime orchard lands produce nationally known apples and pears. The orchard lands lie mostly outside the special management areas, but the SMAs contain some orchards. Where soils are less favorable or where water is scarce, the main products are cattle and wheat.

Inventories

The following inventories described in Table 2.4 were used to determine agricultural suitability:

- Existing land use
- Ownership
- Vegetation classes
- Soil type and capability
- Slope
- Roads, rivers, and lakes

This data was supplemented by information obtained from county assessors, the Washington Department of Ecology, the Oregon Water Resources Department, local conservation districts, and individual farmers.

Analysis

Agriculture involves lands which span a spectrum from high value cropland to low value rangeland. In determining the

Table 2:4. Mapped Inventories Used in Land Use Analysis

Type of Inventory	Performed by	Source(s) of Information	Each Area on the map is one of the following categories
Existing Land Uses	Cascade Planning Associates	Aerial photographs, surveys	Cropland/pasture; irrigated cropland/pasture; orchard/vineyard; Christmas tree plantation; rangeland; timberland; quarry; park/refuge; urban; undeveloped
Ownership	CRGNSA	County assessors' maps & files	National Forest System; Bureau of Indian Affairs; State; private timber producers; other
Vegetation Classes	Dr. Chris Killsgaard	Aerial photographs, surveys	[38 vegetation classifications]
Soil Type & Capability	U.S. Soil Conservation Service	Analysis of soil type, elevation, climate, slope, aspect, water availability	[Eight capability classes. Classes I-IV are categorized as "Land suited to cultivation and other uses." Classes V-VIII are categorized as "Land limited in use—generally not suited for cultivation."]
Suitability of Federal Land for Timber Production	Mount Hood N.F., Gifford Pinchot N.F.	Forest Plans	Suitable for timber production; physically unsuitable for timber production; not appropriate for timber production
Roads, Rivers, Lakes	CRGNSA	USFS maps	Road; river; lake
Slope	USFS	Aerial photographs	0-10%; 11-20%; 21-30%; 31-45%; 46-60%; 61+%
Aspect	USFS	Aerial photographs	N; NE; E; SE; SW; W; NW
Elevation	USFS	Aerial photographs	[Feet above sea level; data is reliable to nearest 40 feet]

All of the data except for the Forest Plan Information is stored in the CRGNSA Geographic Information System (GIS). The Forest Plan information is stored in planning files at the Mount Hood and Gifford Pinchot National Forests.

suitability of land for agricultural use, two main categories were considered: crop lands and range lands.

Crop lands include with field crops, orchards, or vineyards. The analysis of these lands began with lands "used" as cropland. Inventories of vegetation classes and existing land use were examined, with the provision that only fields or parcels greater than five acres were included. Lands were also considered to be used for crops if they had been so used within the preceding ten years. Information about recent use was obtained from the individuals mentioned immediately above. A total of 3,000 acres, or 2.6 percent of the SMAs, is "used" for crops.

The next step was to identify the land "suitable" for crop production. Suitability was determined by analyzing the soil capability inventory prepared by the U.S. 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. The capability classes are defined as follows.

1. Land with soils suited to cultivation and other uses.

- Class I: few limitations that restrict use.
- Class II: some limitations that reduce the choice of plants or require moderate conservation practices.
- Class III: severe limitations that reduce the choice of plants or require special conservation practices, or both.
- Class IV: severe limitations that restrict the choice of plants, require very careful management, or both.

2. Land with soils limited in use—generally not suited for cultivation:

- Class V: little or no erosion hazard, but other limitations exist which are impractical to remove that limit use largely to pasture, range, woodland, or wildlife food and cover.
- Class VI: severe limitations; generally unsuited to cultivation; use limited largely to pasture or range, woodlands, or wildlife food or cover.

- Class VII: very severe limitations; unsuited to cultivation; use restricted largely to grazing, woodland, or wildlife.

- Class VIII: limitations that preclude use for commercial plant production; use restricted to recreation, wildlife, water supply, or esthetic purposes.

Following the SCS standard, Classes I through IV were determined to be lands "suitable" for crop production.

Existing land uses were also examined in the determination of crop suitability. Existing residential or commercial areas were excluded because residential or commercial use was considered to be incompatible with cropland use. In some cases, small parcels of land in a generally residential area were excluded because the surrounding developments rendered the entire area more appropriate for residential use. (These considerations were far more important in analysis of the GMAs than the analysis of the SMAs.)

Land suitable for crop production totaled 78,091 acres, of which approximately 62,020 acres were not currently being used for crop production. These unused areas were mostly forested and range lands which could be converted to agriculture.

The agricultural land "used or suitable" for crop production is shown on Figure 2.1. The total area is 78,091 acres, or 26.7 percent of the Scenic Area. Crop lands in the SMAs are found primarily in the Corbett area in Oregon and the Mount Pleasant area in Washington.

To determine land suitable for range use, key specialists analyzed the vegetation, soils, and slope of lands to determine their suitability for grazing. Lands were classified according to the criteria shown in Table 2.5.

Approximately 11,000 acres in the SMAs were identified as suitable rangeland. These areas lie mostly in the eastern end of the Gorge where the vegetation is a mixture of oak, pine, and grass. The one sizable range area in the western end of the Gorge is at the Sandy River delta.

**Table 2:5
Range Suitability**

SUITABILITY	LAND CHARACTERISTICS	SLOPE
High suitability (extended grazing is possible)	Grassland/woodland, >50% grass cover	0-25%
Moderate suitability (limited grazing is possible)	Grassland/woodland, >50% grass cover	25-40%
	Grassland/woodland, <50% grass cover	0-40%
	Biscuit scablands (grass covered with areas of deep and shallow soils)	0-40%
	Scablands (grass covered with poor and shallow soils)	0-25%
Low suitability (very limited grazing is possible)	Grassland/woodland, biscuit scablands	40+%
	Scablands	25+%
Not suitable	Forest, cropland, residential, urban	

Existing Regulation

The only protection of agricultural lands prior to the Scenic Area Act was through county zoning ordinances. Zones designations such as "Exclusive Farm Use" or "Agriculture-Forest" can be applied to farm lands, putting restrictions on them such as requiring maintenance of a minimum acreage. However, the minimum acreage varies from county to county, with some counties allowing agricultural land to be subdivided into parcels as small as ten acres in size.

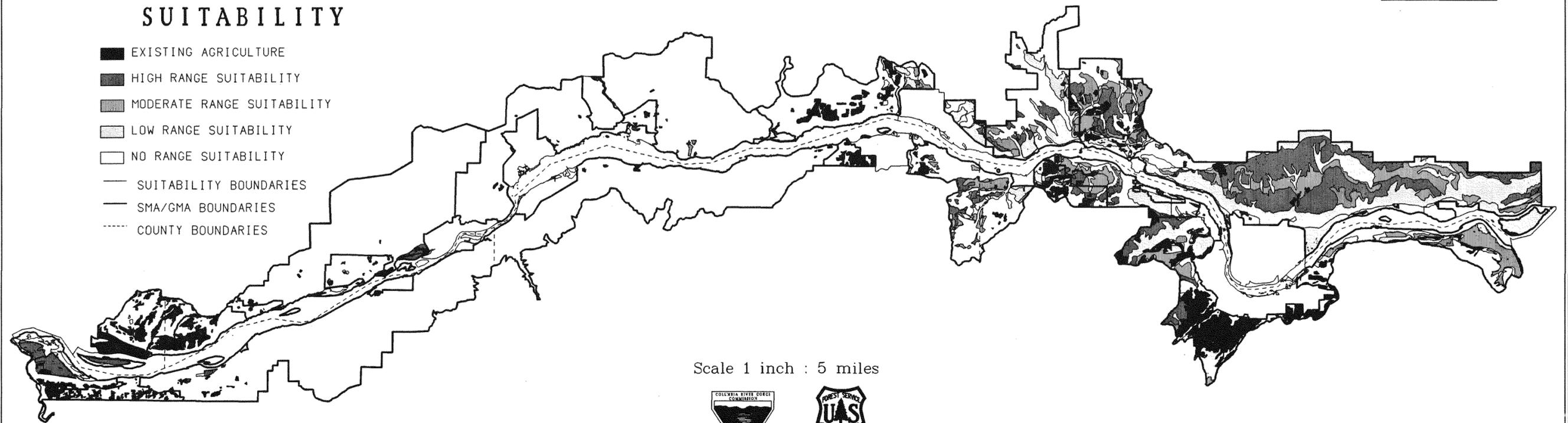
Forest Lands

Before Lewis and Clark's expedition in 1805, forests stretched from the western end of the Gorge to the pine/oak woodland interface between White Salmon and Lyle on the Washington side and between Hood River and Mosier on the Oregon side. Farther east the woodlands became scattered as grasslands predominated. In this pre-settlement era, fire played an important role in the forest structure, ecology, and

Columbia River Gorge National Scenic Area

AGRICULTURE AND RANGE SUITABILITY

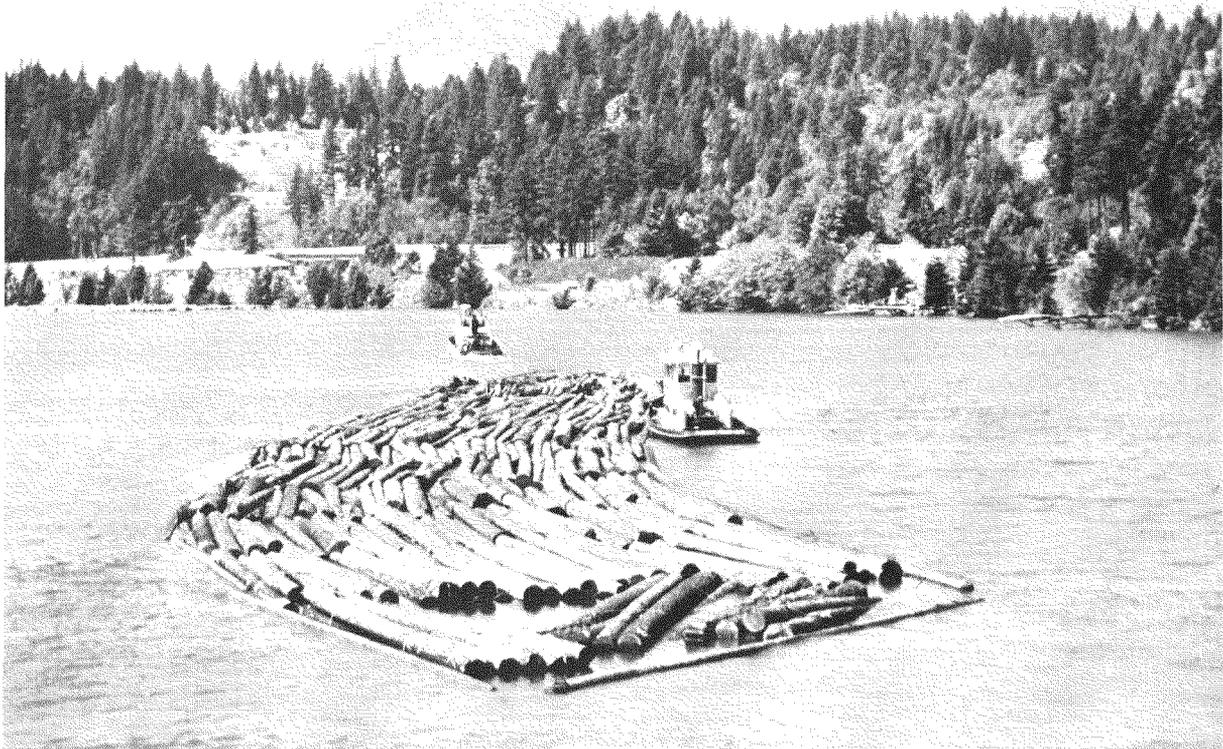
- EXISTING AGRICULTURE
- HIGH RANGE SUITABILITY
- MODERATE RANGE SUITABILITY
- LOW RANGE SUITABILITY
- NO RANGE SUITABILITY
- SUITABILITY BOUNDARIES
- SMA/GMA BOUNDARIES
- COUNTY BOUNDARIES



Scale 1 inch : 5 miles



FIGURE 2:1



climax composition. Those species surviving in the drier area were more fire resistant.

As settlers came to the Gorge, they aggressively logged the Douglas-fir trees on the easily accessible lands. Some farmed the newly cleared land. Others settled in the communities that emerged, many of which were centered around a sawmill located where the river (and, later, the railroad) offered good transportation. The milling industry became a mainstay of such communities. As improving transportation linked the Pacific Northwest to the rest of the nation, the economic health of these towns became closely tied to the vigor of the national housing market.

The continuing timber harvest increasingly affected the Gorge, especially on the Washington side where the slopes are less steep and more land is privately owned. In addition, large fires in the 1930's destroyed large areas of forest on Dog Mountain and the west side of Table Mountain.

Forest practices have been a controversial subject in the Gorge. On the one hand, some 800 people are employed in the wood products industry locally (Economic Research Associates, 1988). On the other hand, scenic, cultural,

natural, and recreation resources are all somewhat at risk from harvesting as it has been traditionally practiced.

Inventories

All the inventories described in Table 2.4 were used to determine which lands were "used or suitable" for forest uses. In addition, extensive consultation took place with federal and state forest specialists, silviculturists, and private consultants, including the following.

- Gifford Pinchot and Mount Hood National Forest personnel.
- Pacific Northwest Forest and Range Experiment Station in Portland.
- U.S. Soil Conservation Service.
- Oregon Department of Land Conservation and Development.
- Washington Forest Protection Association.
- Dean Runyan and Associates, preparers of the Economic Opportunity Study.
- The Mid-Columbia Small Woodlands Association.
- Major timber industry companies, such as SDS, Hanel, and Champion.
- Washington Department of Natural Resources.
- Hood River County Forest Department
- Oregon Department of Forestry.
- County planners.

Analysis

Forest lands were considered "used" for forestry if the land management demonstrated the intent to harvest forest products. However, since timber harvest may only occur every 70 to 100 years, the landowner's intent may be difficult to interpret.

Accordingly, the main inventory used to measure intent was land ownership. All lands owned by commercial timber companies were considered to be forest lands. Lands managed by the U.S. Forest Service were also considered forest land if they were categorized in timber inventories as "suitable for timber production."

Most of the smaller ownerships, however, were not considered to be used for forest land unless they were over 40 acres in size and there was some evidence that the timber was being managed for harvest. Landowner's intent involved examining aerial photographs and making ground observations. The Scenic Area planners were aided in their

analysis by the county planners and the Mid-Columbia Small Woodlands Association.

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. The vegetation inventory served as base data. 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, the Scenic Area planners conferred with many other specialists. Federal assistance came from the Mount Hood and Gifford Pinchot National Forests, the Pacific Northwest Forest and Range Experiment Station, and the U.S. Soil Conservation Service. The Oregon Department of Forestry and the Washington Department of Natural Resources added their help.

Four suitability classes were determined, as described below.

HIGH SUITABILITY (high intensity management forest lands): These lands can be managed intensively for timber. Practices such as fertilization, pre-commercial thinning, and commercial thinning are feasible and would be expected to pay off.

The plant communities include Douglas-fir, western hemlock, grand fir, noble fir, silver fir, western red cedar, and red alder. At least 85 percent of the land area is covered by commercial species, there is moderate to high precipitation, and there are few limitations for regeneration.

MODERATE SUITABILITY (low intensity management forest lands): These lands could be harvested and regenerated within a reasonable time period. Future crops of timber could be grown with a reasonable expectation of profit providing investment is kept low. Commercial thinnings and other intensive timber management practices are not reasonably feasible under current economic conditions.

The plant communities include ponderosa pine/Douglas-fir/Oregon white oak; grand fir/big leaf maple; and western hemlock/noble fir/silver fir. These lands have

between 50 and 85 percent of their area in commercial species. There may be regeneration difficulties due to shallow soils, brush competition, low precipitation, or south aspect.

LOW SUITABILITY (woodlands): These lands are currently stocked with commercially valuable trees. However, regeneration within a reasonable time period cannot be assured, and management of future stands for a profit is not feasible.

The most typical plant community is the ponderosa pine/Douglas-fir/Oregon white oak association. These lands have from 10 percent to 50 percent of the area covered by commercial species. A high rock fragment content usually exists. There may be a high percentage of Oregon white oak. Where there is a high percentage of conifers, regeneration is made difficult by factors such as south aspects, shallow soils, steep slopes, and timbered talus slopes.

NO SUITABILITY: These lands have less than 10 percent of their area covered by commercial species of timber.

As an overall pattern, much of the land in the SMAs is suitable for forest land. Sixty-three thousand acres, or 55 percent of the land, is highly suitable; 15,000 acres, or 13 percent, is moderately suitable, and 8,000 acres, or seven percent of the land has low suitability as forest land.

The suitabilities form a complex pattern as shown in Figure 2.2. The western and central Gorge areas generally show high or moderate suitability. The drier eastern Gorge has areas of moderate or low suitability east of Hood River and White Salmon, changing to unsuitable conditions farther east.

Existing Regulation

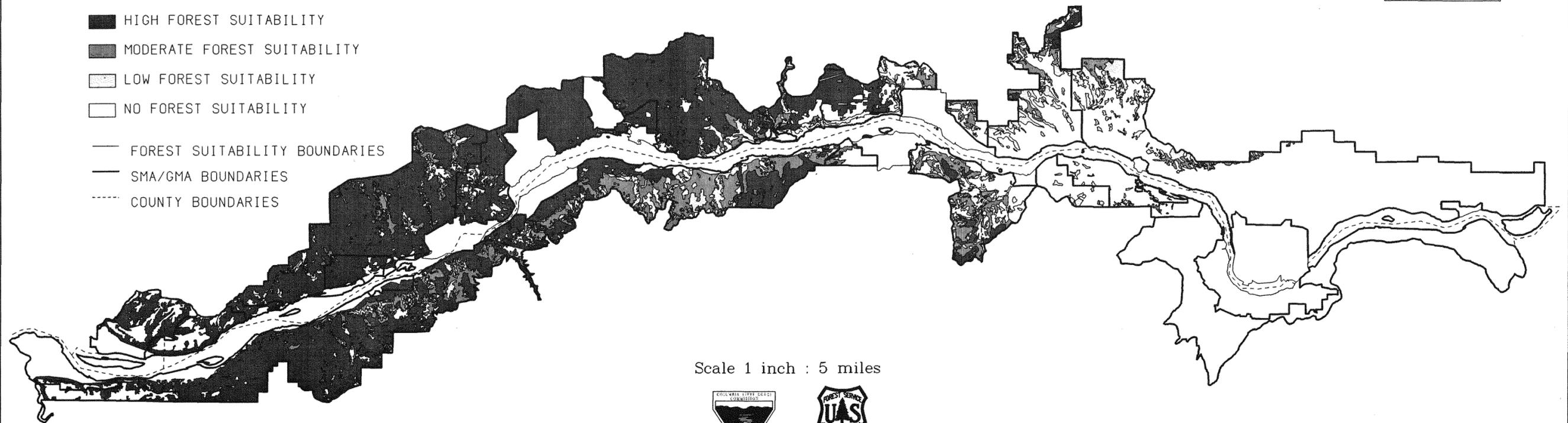
Existing regulation of forest management is very uneven. Federal lands are mostly under the jurisdiction of the Forest Service, although several thousand acres were managed by the Bureau of Land Management prior to the Act. State lands were managed by the Oregon Department of Forestry and the Washington Department of Natural Resources. Private landowners managed their lands under the state forest practices regulations as administered by the state forestry agencies.

Columbia River Gorge National Scenic Area

FOREST SUITABILITY

- HIGH FOREST SUITABILITY
- MODERATE FOREST SUITABILITY
- LOW FOREST SUITABILITY
- NO FOREST SUITABILITY

- FOREST SUITABILITY BOUNDARIES
- SMA/GMA BOUNDARIES
- COUNTY BOUNDARIES



Scale 1 inch : 5 miles



FIGURE 2:2

The shortcoming of this pattern of regulation was that uneven, and often inadequate, consideration was given to the effects of timber management upon other resources. Scenic qualities in particular received little protection. In addition, in the state of Washington, forest resources were not receiving adequate protection from residential development.

The Scenic Area Act requires that, in the SMAs, "management, utilization, and disposal of timber . . . take place without adversely affecting scenic, cultural, recreation, and natural resources of the Scenic Area" (Section 8(f)). Additional regulations must be applied to forest practices beyond what state forest practices regulations currently require to achieve the protection required by the Act.

Residential Uses

The Scenic Area Act allows for designation of land for residential development based on inventories of existing land uses. The Act contains significant limitations on residential uses in the Special Management Areas. Residential development on parcels of less than 40 acres is included in the definitions as a major development action (Section 2(j)(4)) which is prohibited in the SMAs (Section 6(d)(5)).

Inventory and Analysis

An inventory of existing land uses identified areas that have been built and committed to residential development. As expected, these areas are much more extensive in the General Management Areas. The inventory revealed only a few areas where residential development is existing on smaller than forty acre parcels, resulting in non-conformance with the Scenic Area Act. Since the Act allows existing uses to continue, such development will not be affected by this management plan.

Scattered locations in the SMAs contain dwellings on less than 40 acres, but at rural densities. These include the east end of Corbett along Larch Mountain Road, Burdoin Mountain, and the Mount Pleasant area.

Additionally, there are four locations where existing development exists on suburban size lots of less than one acre. These areas include the following:

- Beacon Rock Trailer Park** There are two fully developed trailer parks located adjacent to the SMA/GMA boundary near Beacon Rock State Park, with a mixture of long-term residential units and short-term recreational uses. Both have potential for additional recreation use in an area where there is high demand for overnight accommodations. Skamania County has zoned the area for both residential use and for overnight accommodations, but expansion of the residential use is not permitted.
- Bridal Veil** This area includes the row of "company houses" adjacent to the Bridal Veil mill site. All lots contain houses. The Multnomah county zoning is residential. There have been various suggestions to include these houses in some kind of major recreation development in conjunction with the now-defunct mill.
- Rowena Dell** This subdivision in Wasco County was created in the late 1971's with 22 lots. Nine lots are currently developed. Four surrounding parcels within the subdivision are zoned by Wasco County as Open Space. Thirteen developable lots remain, ten of which are dispersed among the existing houses, and three of which are at the north end adjacent to the open space. Roads and utilities are installed and the subdivision ordinance contains regulations to control size, placement, design, and landscaping of additional homes to be compatible with the existing development.
- Latourell Falls** The original Latourell Subdivision was platted in the 1880's. There are eleven existing residences in the area on small lots of varying sizes ranging from 20 x 100 feet to 44 x 100 feet. Streets and utilities are in place. While the lots are very small, most owners hold several adjacent lots, providing enough area for installation of a septic system. Even the undeveloped lots are owned in blocks. Existing county zoning regulations permit a dwelling on each lot of record, providing that sanitation requirements for septic and water systems can be met. The Multnomah County Planning Department has conducted a build-out analysis that indicates up to eleven lots could be developed. Without a community water system, build-out may be about half of that.
- The demand for recreation facilities, especially overnight accommodations, suggests that wherever opportunities are available to develop overnight accommodations, they should

be encouraged. This would apply to the Beacon Rock trailer parks and to the area adjacent to the Bridal Veil mill site.

Where residential development patterns are well established in discrete locations, other uses are not appropriate because resources have already been impacted, and existing development rights should be respected. Rowena Dell and Latourell were accordingly inventoried as residential areas.

Commercial Uses

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 if identified in the recreation assessment, is defined as a major development action (Section 2(j)(2)) and therefore is prohibited in the Special Management Areas (Section 6(d)(5)).

Inventory

Inventory of existing land use indicates that commercial development is virtually non-existent within the SMAs. The only exceptions include the Bridal Veil Mill site (which was an industrial use but was closed in 1989), and the trailer park at Beacon Rock which combines overnight accommodations with some permanent residences. If allowed in the recreation assessment, the trailer park would be consistent with the Act. New commercial recreation uses will be addressed in the recreation section.

The Act does not specifically address commercial activities such as home occupations and cottage industries which take place in existing structures. Most counties allow such uses under a conditional use permit in existing residential structures, and there is strong public support for continuing this approach. If these uses are permitted, guidelines are needed to address such issues as size, signs, lighting, parking, and external impacts of the use.

Recreation

The Gorge provides a rich variety of recreation opportunities. Some recreation sites are easily accessible, well developed, and likely to be crowded; others are more remote and much less often visited.

The most popular form of recreation is scenic driving. Drivers on Interstate 84 can view a panorama which changes from lush Cascadian forests to the expansive views of central Oregon and Washington. Those who travel more slowly can view the sights from the Historic Columbia River Highway, from Washington State Road 14, or from any of a dozen or more scenic drives and loops in the area.

Many opportunities exist for interpreting the works of both human activities and nature. A glimpse of Indian prehistory can be viewed in the petroglyphs of Horsethief State Park. The story of the pioneers on the Oregon Trail unfolds at the Deschutes River Crossing. The works of modern-day man are on display at Bonneville and The Dalles Dams. The story of the Pacific salmon can be followed from the fish ladders at Bonneville Dam to the Indian fishery on the Klickitat River.

The waterfalls possess a beauty rare enough that they are photographed for numerous publications. During the winter and spring, hikers can enjoy the well developed trail system while most hiking trails still lie buried under snow.

The landforms of the area help to create unique recreation opportunities. The Gorge corridor produces wind conditions which create world class windsurfing opportunities. The newly arrived windsurfers are enjoying the same rivers and lakes that boaters and fishers have used for decades.

Other water recreation in the Gorge also has wide appeal. Sailors, swimmers, and sun worshipers come to the shores to enjoy the long summer days. Just being close to the water on a hot summer day can cool the body and pacify the mind.

Windsurfing is an expanding sport in the Gorge due to the world class wind conditions. One researcher says that "The Gorge is to boardsailing what the Rockies and Alps are to

skiing" (Povey, Keillor, Pruett, Whyte, 1988). The Gorge's winds have received national and international acclaim. Povey estimates that 30 percent of the Gorge's boardsailors travel at least 1,000 miles to sail in the Gorge.

The rich recreational opportunities in the Gorge have been developed by many different entities. Most of the land based recreation is administered by the Forest Service and the State Parks Departments in Oregon and Washington, while the Army Corps of Engineers manages the water based recreation behind the two large dams. 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.

Issues and Concerns

With all the attractions that the Gorge offers, millions of people are drawn here each year. Furthermore, the popularity of the Gorge is steadily increasing. Non-resident visitation is the largest segment of recreation use and this visitation is expected to continue to grow, with the largest growth expected in the number of overnight visitors. Planning must be done to preserve the recreation quality and increase the quantity of opportunities available, while protecting and enhancing the scenic, cultural, and natural resources.

One problem is overuse or potential overuse of several areas. Some areas, especially in the region of Multnomah Falls, are visited by too many sightseers and hikers. Too many windsurfers can crowd the central portion of the Columbia River by day, and nearby campgrounds at night. This crowding impacts natural resources and strains developed facilities. Part of the answer is to develop new facilities. Another partial answer is to inform people about lesser used facilities and thereby transfer some of the use from the heavily used areas. Education can help visitors to understand the importance of not abusing natural resources.

The number and size of recreation developments is a crucial question. Development can be highly intensive, such as paving an area to allow convenient access by automobile. Or, development could be as simple as installing a fire ring in a primitive campsite. Recreation development can impact the natural resources which are the attraction to the visitor in

Table 2:6. Mapped Inventories Used in Analysis of Recreation

Type of Inventory	Performed by	Source(s) of Information	Each Area on the map is one of the following categories
Recreation Opportunity Spectrum	CRGNSA	Analysis of land use and roads	Semi-private non-motorized; semi-primitive motorized; roaded natural; roaded modified; rural; rural residential; suburban; urban
Existing Recreation Sites	Jones & Jones	Interviews	N/A
Existing Recreation Trails	Jones & Jones	Interviews	N/A
Geologic Hazards	Dr. John Elliot Allen	Survey	Active landslides; presently stable landslides; volcanic mudflows; rock-fall hazard zones
Roads, Rivers, Lakes	CRGNSA	USFS maps	Road; river; lake
Slope	USFS	Aerial photographs	0-10%; 11-20%; 21-30%; 31-45%; 46-60%; 61+%
Aspect	USFS	Aerial photographs	N; NE; E; SE; SW; W; NW

All of the mapped data is stored in the CRGNSA Geographic Information System (GIS).

the first place. With proper planning, development of facilities can provide more and better recreation opportunities, and protect the environment.

Any planning must consider the rights of the four Indian tribes, especially their fishing rights. Because traditional fishing areas were flooded by dam construction, the tribes have the rights to select other areas in lieu of the flooded areas. Five in-lieu sites have been established in the Gorge, and negotiations are ongoing regarding additional areas.

This negotiation requires a lengthy process of consultation between the tribes and the Army Corps of Engineers. The Forest Service and Commission have no direct role in this process, but recreation opportunities may be affected by the outcome because several proposed in-lieu sites may conflict with existing or planned recreation areas.

Native Americans have objected to encroachment by windsurfers into established fishing areas. Potential for interference with fishing activities and the possibility for damage to net sets are often cited as potential conflicts. Indians also want to ensure that recreation development will not injure their treaty rights to hunt and gather on public lands.

Recreation Inventories and Studies

Numerous inventories and studies provided the basis for analysis of the recreation situation. Mapped information was prepared by Scenic Area planners and is listed in Table 2.6. Several other studies, discussed in detail below, were prepared by others to complete the recreation picture.

Recreation Overview

The *Recreation Overview* (Jones and Jones, 1988) was prepared for the Scenic Area to summarize recreation facilities in the Gorge. These range in size from large commercial resorts to primitive hiking trails. Until this overview, there was no comprehensive inventory of the number, size, and location of recreation facilities of various types. This distribution of developed recreation sites is very important in analyzing the need for future recreation facilities. Table 2.7 shows that state parks, trails, picnic areas and campgrounds are clustered in the western third of the National Scenic Area.

The Forest Service Scenic Area office prepared another inventory, the Recreation Opportunity Spectrum (ROS). The ROS identifies what type of recreation experience a user would expect to encounter, on a scale which ranges from "primitive" at one end to "urban" at the other. The ROS emphasizes preserving and providing recreational settings, and thus the opportunities for quality outdoor recreation. A description of the ROS settings is included in Table 2.8.

The entire Scenic Area was inventoried and mapped according to ROS categories. The SMAs contain almost all the semi-primitive opportunities, while almost all the urban recreation occurs in the GMAs. The semi-primitive areas,

Table 2:7. Scenic Area Facility Distribution

West (Sandy River to Viento Ridge)	Central (Viento Ridge to Crates Point)	East (Crates Point to the Descutes River)
Washington		
2 State parks	0 State parks	1 State park
11 Campgrounds, 237+ units	4 Campgrounds, 40+ units	2 Campgrounds, 19 units
13 Picnic areas	4 Picnic areas	5 Picnic areas
7 Trails	1 Trail	3 Trails
5 Boat launches, 5 lanes	4 Boat launches, 5 lanes	2 Boat launches, 2 lanes
3 Windsurfing sites	4 Windsurfing sites	1 Windsurfing site
Oregon		
18 State parks (5 undeveloped)	7 State parks	1 State park
10 Campgrounds, 264 units	4 Campgrounds, 284 units	1 Campground, 23 units
15 Picnic areas	8 Picnic areas	4 Picnic areas
36 Trails	1 Trail	3 Trails
7 Boat launches, 12 lanes	2 Boat launches, 3 lanes	3 Boat launches, 4 lanes
3 Windsurfing sites	3 Windsurfing sites	2 Windsurfing sites
Sources: Jones and Jones 1988, Windsurfing Northwest Incorporated 1988.		

generally, are areas that are difficult to access. Examples include the Oregon clifflands, the areas in Washington around Beacon Rock, Dog Mountain, and Major and Catherine Creeks. Rural and Urban recreation opportunities occur mostly in the lowlands. To experience the Roded Natural or Roded Modified setting, a person would travel to the accessible higher areas, which exist mostly on the Washington side.

Recreation Demand

The *Recreation Demand Study* (Envirosphere Co., and Beckwith Consulting Group, 1988), analyzed demand for various types of recreation such as sightseeing, picnicking, and commercial resort activities. Current use levels and future trends were estimated.

**Table 2:8.
Recreation Opportunity Spectrum
Setting Characterization**

Primitive	Semi-Primitive Non-Motorized	Semi-Primitive Motorized	Roaded Natural	Rural	Urban
<p>Area is characterized by essentially unmodified natural environment of fairly large size. Interaction between users is very low and evidence of other users is minimal. The area is managed to be essentially free from evidence of human induced restrictions and controls. Motorized use within the area is not permitted.</p>	<p>Area is characterized by a predominantly natural or natural-appearing environment of moderate-to-large size. Interaction between users is low, but there is often evidence of other users. The area is managed in such a way that minimum on-site controls and restrictions may be present, but are subtle. Motorized use is not permitted.</p>	<p>Area is characterized by predominantly natural or natural appearing environment of moderate-to-large size. Concentration of users is low, but there is often evidence of other users. The area is managed in such a way that minimum on-site controls and restrictions may be present, but are subtle. Motorized use is not permitted.</p>	<p>Area is characterized by predominantly natural-appearing environments with moderate evidences of the sights and sounds of man. Such evidences usually harmonize with the natural environment. Interaction between users may be low to moderate, but with evidence of other users prevalent. Resource modification and utilization practices are evident, but harmonize with the natural environment. Conventional motorized use is provided for in construction standards and design of facilities.</p>	<p>Area is characterized by substantially modified natural environment. Resource modification and utilization practices are to enhance specific recreation activities and to maintain vegetative cover and soil. Sights and sounds of humans are readily evident, and the interaction between users is often moderate to high. A considerable number of facilities are designed for use by a large number of people. Facilities are often provided for special activities. Moderate densities are provided far away from developed sites. Facilities for intensified motorized use and parking are available.</p>	<p>Area is characterized by a substantially urbanized environment, although the background may have natural-appearing elements. Renewable resource modification and utilization practices are to enhance specific recreation activities. Vegetative cover is often exotic and manicured. Sights and sounds of humans, on-site, are predominant. Large numbers of users can be expected, both on-site and in nearby areas. Facilities for highly intensified motor use and parking are available with forms of mass transit often available to carry people throughout the site.</p>

The spectacular rise of windsurfing triggered several studies of boardsailing in the Gorge. The State of Oregon commissioned the *Columbia Gorge Windsurfing Study* (Oregon State Parks and Windsurfing Committee, 1986). The following year saw the publication of the counterpart study for the State of Washington, entitled *On the Wild Side* (Columbia Gorge Access Committee, 1987). The economic impacts of windsurfing was studied in detail in *Columbia River Gorge Sailboard Economics* (Provey, Keillor, Pruet, Whyte, 1988), and in *Tourism in the Columbia River Gorge* (Morse and Anderson, 1988).

Many agencies and recreation groups contributed technical information comments as the planning process progressed. Scenic Area planners worked closely with their counterparts with the Oregon and Washington State Parks, and with the county Park Departments. Recreation interest groups included the following.

- Columbia Gorge Boardsailors Association
- Gorge Bikers
- Mid-Columbia Chapter, Northwest Steelheaders
- Washington Trail Riders Association
- Oregon Equestrian Trails
- Chinook Trail Association
- Mazamas

An integral part of understanding visitor demand is understanding the reasons why tourists visit an area. Morse and Anderson posed this question to visitors in their study of tourism (Morse and Anderson, 1988). Sightseeing is by far the most important visitor activity in the Gorge, followed by visits to historical sites, camping, picnicking, and day hiking. They also report that the main requests for additional facilities were for rest areas, picnic areas, campgrounds, additional river access, and more hiking trails.

The growth of windsurfing over the last few years has initiated several studies. According to the State of Washington study, *On the Wild Side* (Columbia Gorge Access Committee, 1987), "The first windsurfers started appearing in the Gorge in the early 1980's and have doubled or tripled their numbers every year since." In a University of Oregon study (Provey, et al, 1988) the windsurfers voiced their desires for new launching areas, parking and rigging areas, rest rooms, and campgrounds.

With this analysis, the demand for additional recreation opportunities is well documented. However, the Scenic Area Act requires development to be consistent with the protection and enhancement of the scenic, cultural, and natural resources. Also, compatibility with adjacent and nearby existing uses is a concern, especially where residential development is concentrated.

Suitability Analysis

The preceding section examined the types of recreation that users desire. This section describes the analysis of levels of recreation that can be supplied. The first step was to identify recreation suitability. Section 8(d) of the Scenic Area Act directs the Forest Service to: "identify areas within the special management areas suitable for other public use facilities, including but not limited to educational and interpretive facilities, campsites, picnic areas, boat launch facilities and river access areas." The suitability analysis was designed to determine how much recreation development is appropriate and where it should occur, considering the limitations which result from physical factors and from current uses.

The planning tool developed to answer these questions is recreation intensity zones. The premise behind the recreation intensity zone concept is that all recreation is dependent on some degree of development. Even dispersed recreation, such as hiking trails, is commonly dependent on providing parking at a trailhead, or other access point. By controlling the intensity of development area-wide, one can control the impacts associated with recreation development.

The mapping of the recreation intensity zones was based on the analysis of recreation and other resources, plus the current uses as reflected in the land use suitability analysis. The following four analysis products provided the primary input for the recreation suitability zones.

1. 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: to protect residential and agricultural areas.

This analysis identified constraints which limit the recreation suitability of certain areas. If the land had no significant slope, geology, land use or ROS 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 levels of recreation suitability:

- Zone 1: very low development suitability;
- Zone 2: low development suitability;
- Zone 3: suitable for moderate development; and
- Zone 4: suitable for a high level of development.

Analysis of Resources and Land Use

Land Use Designations

The Scenic Area Act requires that lands be designated for specific types of uses. Section 6(b) provides this requirement for the GMAs, and Section 8(c) requires this for the SMAs. The designations identify the land uses for which the guidelines provide management direction. The designations are based on the results of the resource inventories and must be consistent with development standards provided in Section 6(d) of the Act.

The individual suitability maps were the starting point for the land use designations. Earlier sections of this chapter describe how inventory data was gathered for the various land uses. Individual maps were prepared showing the lands suitable for forest, crop, and range suitability as well as residential and commercial use.

These individual suitability maps had some areas of overlap which were reconciled in the production of a composite suitability map. For example, existing forest use sometimes overlapped with potential agricultural use. As a general rule, when a piece of land could be designated for more than one use, it was allocated to the higher value use. A hierarchy of uses was devised and applied to initial suitability using the matrix in Figure 2.3.

Figure 2:3. Landuse Designation Matrix.

	F (H,M)	F (L)	Ag (E)	Ag (S)	R (H,M)	R (L)
F (H,M)	F	F	Ag	F	F	F
F (L)		F	Ag	Ag	R	F/R
Ag (E)			Ag	Ag	Ag	Ag
Ag (S)				Ag	Ag/R	Ag
R (H,M)					R	R
R (L)						R

- F(H,M) = High, moderate Forest suitability.
- F (L) = Low Forest suitability.
- Ag (E) = Existing high value agriculture.
- Ag (S) = Agricultural suitability.
- R (H,M) = High, moderate Range suitability
- R (L) = Low Range suitability.
- F = Forest designation
- Ag = Agriculture/crop designation
- R = Agriculture/range designation
- F/R = Designated for both Forest and Range.
- Ag/R = Designated for both Agriculture and Range.

The resulting composite suitability map was compared with the resource maps which indicate the sensitive areas for the scenic, cultural, and natural resources. This comparison was done for both GMAs and SMAs in a joint effort between the Commission and Forest Service planners. This process produced the initial set of land use designations.

Where resource sensitivities were identified, the next question was how to protect the resources. Could protection measures be designed that would allow the land to be used for forest, agriculture, range, or recreation without adverse effects upon the resources? If not—if development needs to be precluded—the Act provides for an open space designation for such areas. Section 2(1) of the Act defines open space as follows:

“‘Open spaces’ means unimproved lands . . . designated as open space. . . . Open spaces 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.”

In areas with no resource sensitivities, the land suitability became the land use designation. Where one or more

resources could be adversely affected by development, the open space designation was applied. An open space designation requires that the character of the land not be altered, ensuring that identified sensitive resources will be protected. Low intensity recreation and resource enhancement may still be permitted.

In some cases, the degree of the sensitivity of a resource was uncertain. In other cases, areas of proposed open space contained high value private developments or private development potential (including potential timber harvest). As a result, questions were raised about whether an open space designation was appropriate. In cases such as these, a dual designation was used pending additional analysis and public input.

Another designation, public recreation, is used where major recreation developments are intended as part of the Recreation Development Program described in Chapter 4.



These areas would specify higher intensity recreation and would not be available for other uses.

The following land use designations were applied in the SMAs:

- Forest, Federal and Non-Federal
- Agriculture, Crop and Range
- Residential
- Open Space
- Public Recreation

Recreation Intensity Zones

The concept of Recreation Intensity Zones was developed specifically for the Scenic Area management plan. According to this concept, a level of recreation development (or recreation intensity) would be zoned for all acres in the Scenic Area. More intense development would be precluded in some areas and permitted in others. In this way the appropriate level of recreation development could be specified for each area, insuring that conflicts would be minimized, but that some recreation use could be allowed. The size and appearance of recreation developments could be regulated and enforced through county ordinances.

The intensity zones deal with the size of development, not the type of development. This allows private parties a large degree of latitude in developing their land. It also allows the flexibility to respond to new forms of recreation such as windsurfing which came upon the scene only a decade ago.

Just as the land use designations grew out of the land suitability analysis, the recreation intensity zones grew out of the analysis of recreation suitability. Existing recreation developments were classified with an intensity zone describing their current size.

Additional criteria were added to the suitability criteria at this point to balance the recreation opportunities with other issues or concerns. These included the following:

1. Where open space designations were made, recreation intensity was limited to Zone 1 or 2 in most cases.
2. Where high value agriculture (row crops, orchards, vineyards) existed, recreation was limited to Zone 1 or 2

	Zone 1	Zone 2	Zone 3	Zone 4
Maximum Acreage that can be developed (% of a section)	10%	25%	40%	50%
Maximum Parking Area Size (number of vehicles)	10	20	50	200
Campsite limitations	>300' apart <30 sites		<50 sites	<150 sites
Typical campsite facilities may include:	Fire ring Picnic table	Fire ring Picnic table Food cache	Fire ring Picnic table Food cache Water&power	Fire ring Picnic table Food cache Water&power

unless the site offered opportunities for access to the Columbia River.

3. Recreation intensity higher than Zone 2 was eliminated in residential areas.

4. Where access was limited by distance from the river and/or lack of improved roads, areas of higher intensity were reduced or eliminated.

Land use designations and intensity zones were compared with each other in a process of further analysis and reconciliation to assure consistency between them and with the policies of the Scenic Area Act. In some cases, the designation was open space and the intensity zone would allow intensive recreation development. The sensitivity of the resources was carefully considered for such areas. If the open space designation was indeed necessary to protect the resources, the intensity zone for that area was adjusted to be no higher than Zone 2 in order to protect the open space values. However, when the resources could be protected in other ways, the land was designated as public recreation, and the intensity was set to Zone 3 or Zone 4.

Where significant recreation opportunities were available to provide access to the Columbia River for large numbers of

recreation users, and where open space was the original designation but the resources could be protected through management guidelines, the higher intensity was retained and the designation changed to public recreation. Where the degree of sensitivity of the resource was not known, or where possibilities for mitigation were uncertain, the higher recreation intensity was tentatively used, but the open space designation was retained, pending more detailed site studies.

Recreation intensity zones apply to all lands, both public and private. This is of special interest to owners of private land who may want to develop their land for recreation purposes. The Act specifies that land designated as forest or agriculture is allowed to be converted to recreation use (Sec. 6(d)(1) and 6(d)(2)). The intensity zone regulates what level of recreation development would be appropriate.

Table 2.9 describes general characteristics of the Recreation Intensity Zones.

Preliminary Management Direction

After the designations and intensity zones had been adjusted, they were termed "Preliminary Land Use Designations" and "Preliminary Recreation Intensity Zones" and were presented to the public for their comments. Maps and descriptions of these preliminary zones were mailed to Gorge residents and other interested parties. Between October and December of 1989, public meetings were held in each county to share results of the analysis and solicit responses and comments.

The preliminary land use designations and recreation intensity zones provide general parameters for land uses. The next step was to develop specific goal and policy statements for each designation and for each resource requiring protection. These goals and policies would be the basis for the guidelines which would govern all development activities in the SMAs.

Advice and comments from a wide variety of sources was sought to assist in formulating goals and policies for the management direction. Key community contacts, key specialists at state and local agencies, county planners, and members of organizations with interest in management of the Scenic Area were all involved at this stage.

As the goals and policies took shape, the effects on management of individual areas were considered. For some areas, the land use designations or recreation intensity zones were adjusted. The next chapter details the proposed designations and intensity zones resulting from this effort. Goals and policies are provided for scenic, cultural, and natural resource protection and for each designation and intensity zone. The management guidelines will be used by the county planners to develop land use ordinances to implement the goals and policies after the management plan is adopted.

CHAPTER 3:

SMA

Management

Direction

CHAPTER 3:

Special Management Area Management Direction

Overview

This chapter contains the management direction which is the central element of the management plan for the Special Management Areas (SMAs). The management plan contains land use designations for agriculture, forest, residential uses, open space, and recreation. Goals and policies for each land use and for scenic, cultural, and natural resource protection are described. These guidelines are provided to assure that the purposes of the Scenic Area Act are fulfilled.

The land use designations, goals and policies, and management guidelines in this chapter are based on the inventories, analyses, and resource issues described in Chapter 2, and on extensive input from the public, Key Community Contacts (KCCs), key specialists, county planners, and other agency representatives. Draft versions of the goals and policies were discussed at KCC meetings between January and May, 1990. Comments and concerns expressed by reviewers contributed to the version presented here.

The guidelines provide specific rules relating to land use and development. Section 8(f) of the Scenic Area Act directs that the Forest Service shall "in consultation with the Commission, develop guidelines to assure that non-Federal lands within the SMAs are managed consistent with . . . the purposes of this Act." This section also states that the six counties will adopt land use ordinances consistent with these guidelines.

For all non-Federal lands these guidelines will be implemented by land use ordinances and enforced through the development permit process by the counties. For Federal lands, implementation will be carried out by the Forest Service. Where development is desired, the environmental

analysis and project design will be carried out under the requirements of the National Environmental Policy Act.

Where counties do not have the jurisdiction or authority under state laws for regulating certain land uses or practices, the Forest Service will review proposals to determine their consistency with these guidelines. For example, local governments do not currently have authority under state laws to regulate forest practices. Counties can regulate structural development, for example, placement of dwellings, but forest practices are regulated under State Forest Practices Acts in both Oregon and Washington. Since the Scenic Area Act requires that forest practices in SMAs not adversely affect the scenic, cultural, recreation, and natural resources, the forest practices guidelines in this chapter must be implemented through a mechanism other than county development permits. The Forest Service will retain review responsibility for forest management plans, and will provide technical assistance when requested to help design activities that will protect Scenic Area resources.

Each section in this chapter addresses a specific land use or resource. For land uses, designations are defined, described, and mapped on the Land Use Designation map in the map pocket. Acreages in each designation are summarized to present a picture of the total situation for that land use (see Table 3.1). Larger 1" = 2,000 feet scale maps are available in County Planning Departments, or may be obtained from the Forest Service or Gorge Commission offices after adoption of the Scenic Area Management Plan.

Goals and policies in this chapter describe the intent for management of each land use designation in the SMAs, while the guidelines specify the rules for development within each designation.

Goals and policies for scenic, cultural, and natural resources apply to all land uses and every development proposal, regardless of the designation. Guidelines describe requirements for resource assessments for any site proposed for development, including design of mitigation measures where potential adverse effects are identified. Design of a project must also comply with the guidelines for the landscape setting in which it is located.

Table 3:1. Draft Land Use Designation Summary

LAND USE		ACRES
Agricultural Crop Land	3,205	
Agricultural Range Land	5,941	
Total Agricultural Land		9,146
Federal Forest Land	10,382	
Non-Federal Forest Land	27,495	
Total Forest Land		37,877
Residential Land		92
Public Recreation Land		1,694
Scenic Area Open Space	25,756	
Natural Area Open Space	20,420	
Wildlife Area Open Space	18,256	
Cultural Area Open Space	957	
Total Open Space		65,389
Indian Trust Lands (not designated)		475
TOTAL ACRES IN SMA		114,673

Note: Small differences in acreage totals between this table and elsewhere in the SMA Draft Management Plan represent differences in rounding the figures and in the way the GIS aggregates different data layers.

The recreation goals, policies, and guidelines apply to any recreation development, whether proposed by a private developer as a conversion of another land use, or identified in the Recreation Development Program in Chapter 4 of this document. The guidelines describe the development standards which must be met by the project.

These goals, policies, and guidelines apply to all land in the Special Management Areas. Thus, any development proposal must follow these guidelines, using the steps outlined below:

1. Determine the land use designation for the proposed project site (see Land Use Designation map in the map pocket) and determine if the proposal is an allowable use under the guidelines.
2. If the proposal is for a recreation use, determine the applicable recreation intensity zone (see Recreation Intensity Zone map in the map pocket) and if the proposal is an allowable use in that zone.

3. Determine that the proposal complies with the guidelines in this chapter for the land use designation, and the recreation intensity zone if applicable.
4. Conduct scenic, cultural, and natural resource analyses as required in the resource protection guidelines in this chapter.
5. Design the project to comply with the guidelines for the landscape setting (see Landscape Settings map in the map pocket) and to incorporate mitigation measures determined to be necessary in the resource analyses (step 4 above).

Guidelines For Developments

All development proposals must meet guidelines which are designed to insure that the purposes of the Scenic Area Act are met. The following guidelines will apply, regardless of whether the proposed project is private or publicly funded, and regardless of the land use designation.

For non-Federal lands, these guidelines will generally be implemented through land use ordinances adopted in each county, or where land use jurisdiction lies with an incorporated city, ordinances will be adopted by the city.

For developments for which the county does not have review authority, such as for forest practices, the Forest Service will review proposals to assure consistency with these guidelines.

For Federal lands these guidelines will be implemented by the managing agency. Environmental analysis will be conducted under regulations of the National Environmental Policy Act. The Forest Service National Scenic Area office will review proposals to assure consistency with these guidelines.

Goal I:

Insure that all developments in Special Management Areas do not adversely affect scenic, cultural, recreation, or natural resources.

Land Use Guidelines

1. Existing land uses are allowed to continue in all land use designations except for uses related to the development of sand, gravel, or crushed rock, or the disposal of refuse. Sand, gravel, or crushed rock operations may continue under the

conditions described for allowable uses in agricultural or forest land designations. Sanitary landfills are not an allowable use in the SMAs.

2. Permits for new developments must be for allowable uses described for the specific land use designation and be based on conditions designed to protect scenic, cultural, recreation, and natural resources as determined in a site analysis (see guidelines for scenic, cultural, and natural resource protection.

3. Replacement structures will be treated as existing structures if a permit for reconstruction is applied for and approved within one year of damage, destruction, or otherwise non-use of the original structures. Otherwise it is considered a new structure subject to the applicable regulations. A replacement structure is one that is no more than 10 percent larger than the original, and is located on the same building site.

4. Fire protection facilities are allowable within any land use designation but must meet the guidelines for scenic, cultural, recreation, and natural resources. During fire management activities including fire suppression, a resource advisor from the Forest Service National Scenic Area office must be consulted in order to avoid adversely affecting scenic, cultural, recreation, and natural resources.

5. Signs are considered structures and must be consistent with the guidelines for scenic, cultural, recreation, and natural resources and the individual land uses. General guidelines for signs also must be followed.

6. Subdivisions, partitions, and short plats shall not be permitted in any land use designation in the SMAs, unless it is required to facilitate a land acquisition by the Federal Government to achieve policies or objectives in this Management Plan.

7. A lot line adjustment may be permitted between neighboring properties, provided that the seller shall maintain a 40 acre minimum lot size if there is a residence on the property.

Agricultural Lands

The SMAs contain relatively little agricultural land. The west and central portions of the Gorge are primarily steep, rocky, and covered with forests, and therefore not suitable for agricultural use. The two SMAs at the east end contain very sensitive natural resources which have necessitated designations for open space.

The Land Use Designations create 3,205 acres of agricultural land for crop production, located primarily in the west end of the Gorge at Mt. Pleasant and Corbett, and at the east end where orchards are close to the Columbia River at Ruthton Point and near Rowena. An additional 5,941 acres are designated for grazing land, including Burdoin Mountain and Rowena Plateau in the east, and the large central portion of the Reynolds property at the west entrance of the Scenic Area in Oregon. These lands have been used for agricultural purposes over time, and most are still in production.

Section 6(d) of the Scenic Area Act allows for conversion of agricultural land to forest land, an option not likely to be exercised because of financial considerations. Conversion of forest land to agriculture is also allowed, which could result in an increase in agricultural use in the long term. The Act also allows for conversion of agricultural land to recreation use. Guidelines for this opportunity are contained in the Recreation Assessment.

Scenic easements are used to reduce development pressure and insure continued viability of the farming practices while protecting the scenic values of the pastoral landscapes.

The Scenic Area Act prohibits new residential dwellings on parcels smaller than 40 acres. An agriculture management plan is required to justify dwellings on lots between 40 and 80 acres to prevent unauthorized conversions of agricultural land. There are few, if any, places in the SMA where dwellings on larger lots would result in a conversion, and criteria for protection of other resources will insure that the intent of the Act is met.

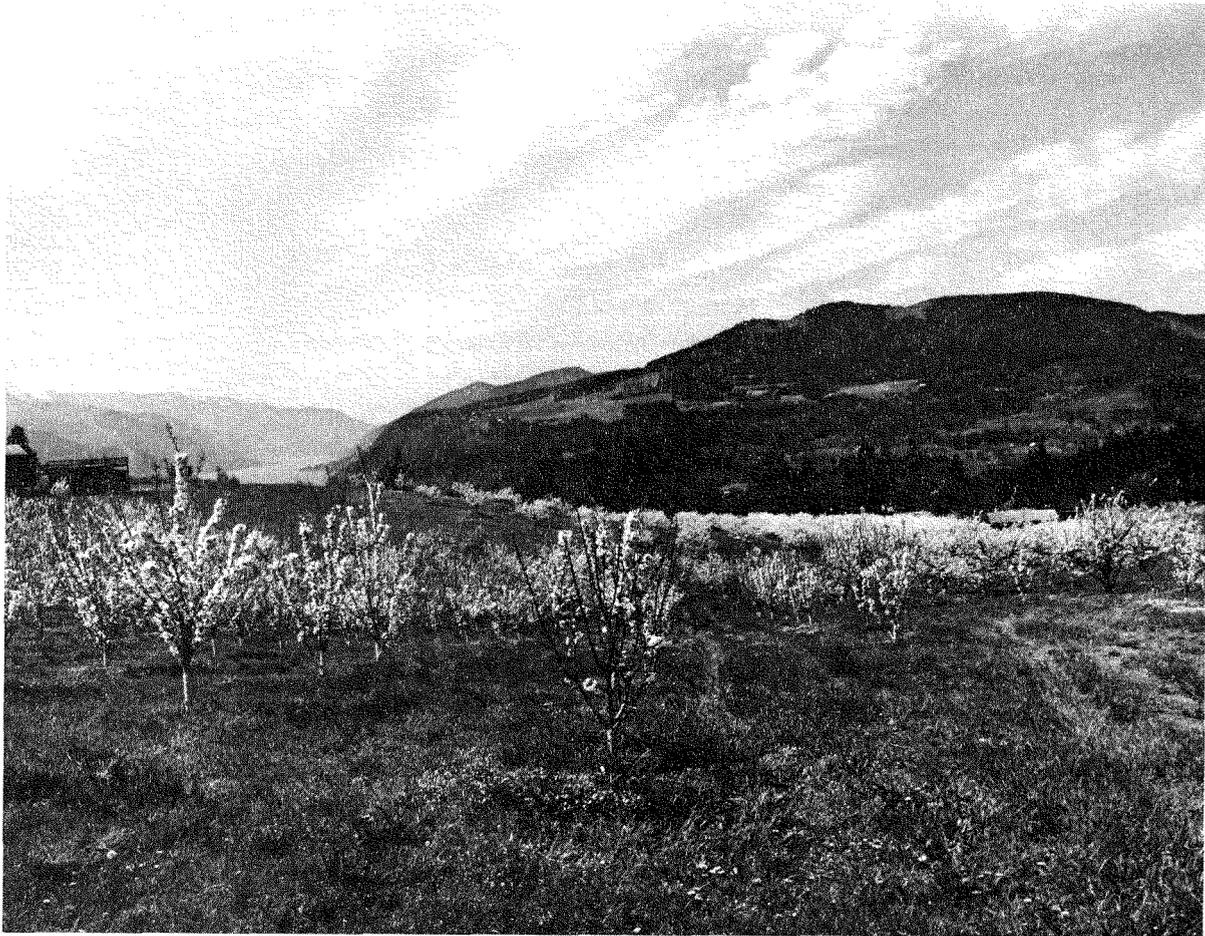
Agricultural Land Designation	
Designation	Acres
Agricultural-Crop Land	3,205
Agricultural-Range Land	5,941
TOTAL AGRICULTURAL LAND	9,146

Goal I: *Protect and manage agricultural lands in the Special Management Areas for the production of crops and support of grazing in a manner that will protect the scenic, cultural, recreation, and natural resources while providing contributions to the support of the local economy.*

- Policies:**
1. Agricultural lands are designated for agricultural uses, specifically for production of crops, orchards, vineyards, or for use as rangelands. Standards for structural development on agricultural lands will be applied to protect scenic, cultural, recreation, and natural resources.
 2. Farm structures, and other agriculture facilities shall be compatible with the landscape setting as identified and mapped.
 3. One dwelling may be permitted on a parcel of 40 or more contiguous acres if they are shown to be in conjunction with the farming or ranching practices. An agricultural management plan must be prepared and reviewed by agricultural extension specialists to justify all dwellings on parcels less than 80 acres.
 4. Existing and new programs that encourage farm practices that preserve other natural resources will be promoted and facilitated.
 5. Conversion of agricultural lands to recreation use will be based on the recreation guidelines in this chapter.
 6. All agricultural practices shall be in conformance with existing state and Federal laws and regulations relating to the use of chemicals.

Land Use Guidelines

1. An exclusive agricultural zone or a farm-forest zone shall be applied to lands designated for agricultural use.



2. New dwellings shall not be permitted on parcels of less than 40 contiguous acres. Where a dwelling is permitted, it shall meet the guidelines provided for residential uses.

3. For a dwelling on less than 80 acres, an agricultural management plan must be prepared to demonstrate that the proposal will not result in a conversion of agricultural land to a use other than agriculture or forest use.

4. Conversions of agricultural lands to recreation use must comply with the Recreation Guidelines.

5. Conversion of agricultural lands to forest use must comply with the guidelines for forest land.

6. Site inventory and design standards prescribed in the scenic, cultural, and natural resource protection guidelines shall be applied to allowable developments and non-farm uses to avoid adversely affecting scenic, cultural, and natural resources.

**Allowable
Uses**

PERMITTED USES: The following uses are permitted in agriculture crop or agriculture range designation without additional standards:

1. Agricultural practices.
2. Existing roads and road maintenance.

CONDITIONAL USES: The following uses may be permitted in an agriculture crop and agriculture range designation, conditioned on site analysis and design of adequate mitigation to avoid adversely affecting scenic, cultural, and natural resources:

1. Agricultural buildings and other structures in conjunction with agricultural practices.
2. On-site sale of agricultural products grown on the site.
3. One agricultural dwelling on a parcel of greater than 80 acres.
4. Home occupations and cottage industries in existing dwellings or accessory structures, provided they meet guidelines under commercial uses.
5. One agricultural dwelling on a parcel of 40 to 80 acres if an agricultural management plan demonstrates that such dwelling will not result in an unauthorized conversion of agricultural land.
6. Forest practices and accessory uses under an approved forest management plan.
7. Exploration, development, and production of sand, gravel, or crushed rock for the construction, maintenance, or reconstruction of SMA roads used to carry out forest practices in the SMAs.
8. Road construction or reconstruction to support allowable uses.
9. New or expansion of existing essential service structures including, but not limited to: water storage facilities; electrical substations; communication facilities; and other utilities.

10. Plants, wildlife, and fisheries habitat enhancement projects.
11. Fish hatcheries and aquaculture facilities.
12. Recreation uses including interpretive facilities consistent with the Recreation Guidelines.
13. One on-premise sign not larger than 8 square feet identifying the farm or ranch name may be permitted at the intersection of the main entrance to the operation.
14. Seasonal on-site signs not larger than 8 square feet may be permitted for agricultural U-pick operations. Off-site directional signs no greater than 4 square feet may be placed along each road for 500 feet approaching the entrance to the premise.

Forest Lands

Two categories of forest lands are designated in the Special Management Areas. Non-Federal forest lands include 27,180 acres, while Federal forest lands cover 9,148 acres. Management guidelines including the requirement for a forest management plan will apply to both categories. Additional guidelines will also apply to the Federal lands with a higher standard for emphasis on long term stewardship in the public interest.

Section 8(f)(1) of the Scenic Area Act specifically addresses the protection of scenic, cultural, recreation, and natural resources on forest lands in the Special Management Areas. It was recognized that forest practices are a major economic activity but they can have a major impact on the resource values.

These SMA policies require a forest management plan to be prepared prior to undertaking any forest practices. This management plan will provide the tool to analyze site-specific resources and to design the forest practices to protect them. By describing the elements required for the plan, the guidelines provide for resource protection.

Forest Land Designation	
Designation	Acres
Federal Forest Land	10,382
Non-Federal Forest Land	27,495
TOTAL FOREST LAND	37,877

When a dwelling is proposed on land designated for forest use, the forest management plan must justify the need for the dwelling to insure that the land will continue in forest management. Monitoring will assure compliance with this requirement.

The Forest Service will review and approve forest management plans in cooperation with the Oregon Department of Forestry or the Washington State Department of Natural Resources to assure consistency with these guidelines.

The Forest Service will continue to be available to provide technical assistance for analysis of forest practices and preparation of the forest management plan, including expertise in landscape design and visual protection, and the use of computer analysis techniques.

Goal I:

Protect and manage forest land in the Special Management Areas in a way that results in the protection and enhancement of scenic, cultural, recreation, and natural resources while providing contributions to the support of the economy.

Policies:

1. Forest lands are designated for forest use and will have development standards applied to protect scenic, cultural, recreation, and natural resources.
2. The management strategy for each forest area will be documented in a forest management plan. Such strategy will insure sustained productivity and the protection of all resources while providing opportunities to meet the specific harvest objectives.
3. One dwelling may be permitted on a parcel of 40 or more contiguous acres if shown to substantially contribute to effective and efficient forest management as identified in an

approved forest management plan. The forest management plan and enrollment in the State's forest value tax assessment program will be the basis for justifying a dwelling.

4. Research and development programs are encouraged to protect and develop markets for secondary manufacturing of wood products, increased utilization, and use of other miscellaneous forest products from the National Scenic Area with support from the Forest Service NSA office.

5. Conversions of forest lands to recreation use are based on the recreation guidelines in this chapter.

6. All forest practices shall be in conformance with existing state and Federal laws and regulations relating to the use of chemicals.

Land Use Guidelines

1. An exclusive forest zone or a farm-forest zone shall be applied to non-Federal lands designated for forest use.

2. New dwellings shall not be permitted on less than 40 contiguous acres. Where a new dwelling is permitted, it shall meet the guidelines for residential development.

3. One new dwelling may be permitted in non-Federal forest designations on a parcel 40 or more contiguous acres. A forest management plan must be prepared by the landowner and approved by the Forest Service to demonstrate that the dwelling will substantially contribute to effective and efficient forest management and will not result in a conversion of forest land to a use other than forest, agricultural, or recreation.

4. Conversions of forest lands to recreation use must comply with the Recreation Guidelines.

5. Conversions of forest lands to agricultural use must comply with the regulations for agricultural lands.

6. Site inventory and design standards prescribed in the scenic, cultural, and natural resource protection guidelines shall be applied to allowable developments to avoid adversely affecting scenic, cultural, and natural resources.

Allowable Uses

PERMITTED USES: The following uses are permitted in Federal and non-Federal forest designations without additional standards:

1. Agricultural practices.
2. Existing roads and road maintenance.

CONDITIONAL USES: The following uses may be permitted on Federal and non-Federal forest designations, conditioned on site analysis and design of adequate mitigation to avoid adversely affecting scenic, cultural, recreation, and natural resources:

1. Forest practices and accessory uses under an approved forest management plan.
2. Road construction or reconstruction to support allowable uses.
3. Exploration, development, and production of sand, gravel, or crushed rock for the construction, maintenance, or reconstruction of SMA roads used to carry out forest practices in the SMAs.
4. Silvicultural nurseries.
5. New or expansion of existing essential service structures including, but not limited to: water storage facilities; electrical substations; and other utilities.
6. Plants, wildlife, or fisheries habitat enhancement projects.
7. Fish hatcheries and aquaculture facilities.
8. Recreation uses including interpretive facilities consistent with the Recreation Assessment.
9. Temporary off-site and on-premise directional signs identifying tree-cutting areas may be placed for 500 square feet along approach roads not exceeding 4 square feet.

CONDITIONAL USES: The following additional uses may be permitted on non-Federal forest designations, conditioned on site analysis and design of adequate mitigation to avoid

adversely affecting scenic, cultural, recreation, and natural resources:

1. Agricultural structures, facilities or dwellings consistent with agricultural policies.
2. One dwelling on a parcel 40 acres or larger if an approved forest management plan demonstrates that such dwelling will not result in an unauthorized conversion of forest land.
3. Home occupations and cottage industries in existing dwellings or accessory structures, provided they meet guidelines under commercial uses.
4. Small on-site name signs not exceeding four square feet identifying the ownership of a tree farm may be permitted.

Forest Practices Guidelines

1. All forest practices in the SMA shall be evaluated for potential adverse effects to the scenic, cultural, recreation, and natural resources. A forest management plan for a management area which includes mitigation proposals for potential adverse effects to these resources, is required prior to undertaking forest practices on any SMA lands.

2. A forest management plan will include at least the following elements:

a. Analysis of the impacts on the scenic values within the management area as viewed from Key Viewing Areas, including cumulative effects analysis. The cumulative effects analysis will include an assessment of impacts of other similar actions in the vicinity.

b. Cultural resources site inventory and analysis to identify potential impacts.

c. Natural resources found on the site including threatened and endangered and sensitive plants, wildlife habitat, wetlands, etc.

d. Strategies for minimizing soil disturbance to assure continued site productivity.

e. Analysis of alternative harvest practices to clearcutting.

f. Detailed harvest plan to show harvest units (including commercial firewood cutting), roads, areas of disturbance, etc.

g. Regeneration techniques to assure recovery of the forest cover within a reasonable time frame.

h. Slash disposal strategies to protect air quality.

i. Fire protection strategies including design and landscaping standards if a dwelling is proposed.

j. Strategies for reforestation, stand management, presuppression and suppression to minimize scenic impacts from disease, insects, fires, and other disasters. and

k. Mitigation for scenic, cultural, and natural resources impacts as identified above.

3. Protection of scenic values will be assured by implementing the following design standards:

a. Forest practices must meet the design guidelines for the landscape setting designated for the management area.

b. Not more than 15 percent of the management area will be in created openings at any one time.

c. Size, shape, and dispersal of created openings must be compatible with natural patterns in the landscape.

d. The maximum size of any created opening is 15 acres, subject to design criteria to protect scenic values. In the foreground of Key Viewing Areas, maximum size of created openings will be five acres.

e. An area is no longer considered an opening when the trees have reached a height of 20 feet.

f. Alternative silvicultural practices must be considered where practicable to avoid complete removal of tree cover.

g. Design standards for road construction, skid trails, dwelling construction, etc., will be described.

Exceptions to the above design standards for an individual timber sale may be allowed if determined to be necessary in situations of catastrophic loss.

4. Protect and enhance the fertility of the soils to ensure long-term sustained forest growth.
5. Long-term soil productivity shall not be impaired through compaction, displacement, erosion, puddling, or severe burning.
6. Snags shall be maintained in a well-distributed pattern to provide habitat for primary cavity nesting species, with sufficient green trees to provide replacements through time.
7. A forest management plan shall emphasize forest practice methods which maintain a diversity of tree species, stand conditions, and natural regeneration.
8. Chemical applications shall adhere to state and Federal guidelines and regulations.
9. The Forest Service in cooperation with other appropriate agencies such as Oregon Department of Forestry and Washington Department of Natural Resources must review and approve all forest management plans for consistency with the Scenic Area Act and these guidelines.
10. Technical assistance for development of a forest management plan, including the landscape analysis, may be provided by the Forest Service on a cost-reimbursable basis.

Guidelines for Federal Forest Lands

General guidelines above also apply to Federal forest lands. In addition, the following guidelines apply:

1. Forest practices must protect bio-diversity. The following elements should be considered in the analysis: uneven-age management; down trees for protection of wildlife habitat and soils; understory retention; road closures; and revegetation for skid trails.
2. Harvested areas should be allowed to regenerate naturally whenever possible. Where replanting becomes necessary, the same genetic stock found in the area should be utilized, replicating the natural mix of fir, pine, oak, and other species

found in the area. Trees should be planted in a natural pattern, i.e., straight rows or geometric patterns should be avoided.

3. Clearcutting will not be used as a harvest practice.
4. Firewood cutting, Christmas tree cutting, and gathering of special non-wood forest products will be by permit only.

Residential Uses

The Scenic Area Act prohibits residential construction on less than 40 acres in the SMAs. However, the Act does allow

Residential Designation	
Designation	Acres
Residential Land	92

residential development that existed prior to the signature of Act to continue if that use remains substantially unchanged.

Design criteria described under scenic protection for new dwellings on 40 acres or more will protect scenic, cultural, and natural values.

The Land Use Designations provide a residential designation for two subdivisions in the SMAs which contain existing residential development, including the supporting infrastructure, and have a density of more than one lot per acre. Residential designations are applied only at Rowena Dell in Wasco County and at Latourell in Multnomah County. These two areas contain small lot sizes, complete roads and utility infrastructure, and an existing concentrated pattern of development. In these areas it would not be in the public interest to acquire the intermingled small lots. In both cases, there are few lots involved.

Goal I:

Provide for low density residential uses in the Special Management Areas.

Policies: 1. New dwellings are not permitted on lots less than 40 contiguous acres in size, except as specifically allowed by the policies below.

Goal II: *Allow pre-existing residential areas to continue at Rowena Dell and Latourell.*

Policies: 1. Pre-existing residential areas as designated in the management plan are recognized as having existing rights for residential use and are not subject to the Scenic Area Act prohibition of a residence on less than 40 acres.

2. Construction of new dwellings is allowed on ten existing subdivision lots at Rowena Dell. New structures shall not adversely affect scenic, cultural, recreation, or natural resources.

3. At Latourell, contiguous lots under the same ownership as of November 17, 1986, are considered consolidated into single lots; splitting of a consolidated lot into smaller parcels is prohibited. Construction of a new dwelling on a consolidated lot may be allowed if the lot is of adequate size to accommodate septic and water systems. New structures shall not adversely affect scenic, cultural, recreation, or natural resources.

Land Use Guidelines

1. A residential zone shall be applied to lands designated for residential use.

2. Site analysis and design standards prescribed in the scenic, cultural, and natural resource protection guidelines shall be applied to allowable developments to avoid adversely affecting the natural resources.

3. Rowena Dell (Wasco County): A residential zone should be applied to that portion of the existing Rowena Dell Subdivision that is designated for residential use in the Land Use Designation. Current regulations and development review procedures shall be continued.

4. Latourell (Multnomah County): Existing small lots under a single ownership in the Latourell Subdivision are consolidated. A residential zone should be applied to the resulting lots, each of which may be developed with one single-family dwelling and accessory structures.

Allowable Uses

ALL USES ARE CONDITIONAL USES. The following uses may be permitted, conditioned on site analysis and design of mitigation measures to avoid adversely affecting scenic, cultural, and natural resources.

1. Single-family dwellings on approved lots in Rowena Dell, or on consolidated lots at Latourell.
2. Accessory structures in conjunction with existing single family dwellings.
3. Existing roads, maintenance, and improvements only as necessary to serve permitted residential uses.
4. Home occupations and cottage industries in existing dwellings or accessory structures, provided they meet guidelines under commercial uses.

Commercial Uses

The Scenic Area Act precludes new commercial uses in the SMAs other than commercial recreation identified in the Recreation Assessment. Management direction for commercial recreation uses are considered in the recreation section of this chapter. Policies for other commercial development are limited to existing uses. Guidelines are provided for home occupations and cottage industries, particularly bed and breakfast facilities and craft manufacture.

Goal I: *Minimize commercial uses in the Special Management Areas.*

- Policies:**
1. New commercial uses other than commercial recreation are not permitted in the Special Management Areas.
 2. Existing commercial uses, except sand, gravel, and crushed rock operations, are allowed to continue as "pre-existing commercial uses" on lands designated for forest, agriculture, or recreation, if they remain substantially unchanged. Existing commercial sand, gravel, and crushed rock operations used for roads for forest practices may continue if they are used for providing material for SMA

forest roads, and if they do not adversely affect the scenic, cultural, recreation, and natural resources.

3. Expansion of existing commercial uses may be allowed only within the dedicated site. Such expansion shall not adversely affect the scenic, cultural, recreation, or natural resources.

4. New commercial recreation facilities are allowed under the conditions identified in the recreation guidelines. Such facilities shall not adversely affect the scenic, cultural, recreation, or natural resources.

5. Home occupations and cottage industries may be allowed in existing residences or accessory structures.

Land Use Guidelines

1. New commercial uses or expansion in size of an existing commercial site are not permitted, except as provided for in the recreation guidelines.

2. Home occupations and cottage industries may be allowed only in existing residential or accessory structures, provided there is no exterior evidence or impact from the use other than as provided below.

a. A home occupation operation shall not use more than 25 percent of the floor area of the principal residence.

b. A cottage industry may not occupy more than 500 square feet of space in the dwelling or accessory structure.

c. One small name sign not larger than two square feet identifying a cottage industry or home occupation may be permitted on the structure or within the yard containing the business.

d. Parking may be permitted for up to an additional two vehicles.

e. No exterior storage of materials or equipment used for the home occupation or cottage industry is permitted.

f. Sale of merchandise from the premises is not permitted.

3. New structures may not be built for the primary purpose of a home occupation or cottage industry. Primary purpose

means that more than 25 percent of the area of the structure is devoted to the use.

Open Space

Unimproved lands where significant natural resources have been identified which could be adversely affected by development activities are designated as open space and are presently receiving a high level of protection. Most of these areas are in public ownership. Resources protected with the open space designation include outstanding scenic features, significant natural areas and wetlands, wildlife habitat for specified species, and one area for cultural resources.

Resource inventories indicated where these values are located, revealing that many of the most important values are located on land already in public ownership and managed to protect these resources. Other significant lands have recently been acquired by the Forest Service.

Open Space Designation	
Designation	Acres
Scenic Area Open Space	25,756
Natural Area Open Space	20,420
Wildlife Area Open Space	18,256
Cultural Area Open Space	957
TOTAL OPEN SPACE	65,389

These guidelines require site-specific management plans to be developed for each open space area. Enhancement opportunities are suggested in Chapter 5 which can be accomplished through formation of partnerships with interested agencies, groups, and individuals as part of the Scenic Area management plan implementation.

Goal I: *Protect the natural, scenic, cultural and recreational resources of designated open space lands within the Special Management Areas.*

Policies: 1. Open space lands are designated to provide special protection for sensitive scenic, cultural, and natural

resources and to protect the resource value emphasized for each area. Open space designations are the following:

SCENIC AREA OPEN SPACE is designated to protect the undeveloped character of certain lands within which development is likely to adversely affect the scenic values. This includes the areas of outstanding natural beauty, such as cliff faces, steep bluffs, and tributary river corridors, and other lands adjacent to open space designations for other values. Public access and low intensity recreation may occur in these areas, taking advantage of the scenic backdrop to enhance the recreation experience.

NATURAL AREA OPEN SPACE is designated to protect wetlands and areas supporting ecologically and scientifically significant plant communities and natural areas. Most of these areas contain concentrations of threatened and endangered plants and/or specialized plant associations that are rare or unusual. Such areas will be managed to maintain their ecosystem integrity.

WILDLIFE AREA OPEN SPACE is designated to protect the sensitive and unique habitat values required by certain threatened or endangered species. These lands include habitat for significant wildlife species such as spotted owl, pine marten, pileated woodpecker, and other species. Habitat enhancement will be the focus for management direction.

CULTURAL AREA OPEN SPACE is designated for only one area, Miller Island, which is an area where the cultural resources are significant but the extent of the resources is not known. Also the risk from uncontrolled access or development is extreme. Initial focus will be on determining the extent of the resources prior to developing any management direction.

2. Low intensity recreation and interpretive facilities and trails, consistent with recreation suitability zones 1 or 2 may be permitted where the open space resources will not be adversely affected.

Goal II: *Implement measures that enhance open space resources.*

Policies: 1. Open space will be managed under site-specific management direction developed on a priority basis for each

designated area to protect and enhance the resources for which it was designated.

2. To enhance ecosystem diversity and viability of plant and animal communities, partnerships with the appropriate local, state, and Federal agencies and private organizations are encouraged to design and implement habitat management plans. The Forest Service National Scenic Area Office will actively help facilitate the partnerships required to design and implement the proposed habitat management plans.

3. Environmental and cultural interpretation programs are encouraged to promote understanding and enhancement of natural and cultural resources where they do not diminish the open space values.

4. New developments including forest practices, most structural development, and intensive recreation development are prohibited in areas designated for open space.

Land Use Guidelines

1. An open space zone shall be applied to lands designated for open space.

2. Non-conforming uses or developments in an open space zone shall not be reconstructed or expanded.

3. For public lands, the managing agency shall prepare a site-specific management strategy for designated open space under its jurisdiction to assure protection and enhancement of the open space values for which the area was designated. The management strategy shall be designed and adopted with interagency coordination, involvement of appropriate technical specialists, and full public involvement.

4. The open space management strategy must be adopted prior to undertaking any recreation development or other management or enhancement activities.

5. Site analysis and design standards prescribed in the scenic, cultural, and natural resource protection guidelines shall be applied to proposals to allowable developments to avoid adversely affecting the resources.

Allowable Uses

ALL USES ARE CONDITIONAL USES. The following uses and developments may be permitted, conditioned on site analysis and design of mitigation measures to avoid adversely affecting scenic, cultural, and natural resources.

1. Structures or vegetation management activities for the purpose of wildlife, fisheries, or plant habitat enhancement projects.
2. Low intensity recreation uses including interpretive facilities, consistent with the Recreation Assessment.
3. Reconstruction or replacement of existing roads, utilities, and microwave towers.
4. Construction of new infrastructure facilities only as necessary to support allowable uses.
5. Interpretive signs describing the resources on the site or enhancement projects which are or have been implemented on the site, provided such signs meet the sign guidelines.

Recreation

Recreation is meant to be a permitted activity, within the limits imposed by other resources. Limitations on recreation development are necessary to protect scenic, cultural, and natural resources, but flexibility is desirable to develop recreation facilities. Specific recreation activities can change, as the recent growth of windsurfing demonstrates. The rules governing recreation must be flexible enough so that they do not inhibit new types of recreation. One way of guaranteeing future flexibility is to allow conversion of other types of land to recreation use in the future. These goals and policies allow for that opportunity.

Management of recreation opportunities is designed to provide the needed flexibility while protecting scenic, cultural, and natural resources. Certain areas are identified and designated specifically for a recreation development emphasis. Most of these sites are fairly small, often in public ownership, and have been proposed for development in the Recreation Assessment. A Public Recreation designation is

applied to these sites to insure that recreation opportunities are not foreclosed by other developments. This designation is also applied where higher intensity recreation facilities already exist. Public Recreation was designated on 2,263 acres.

Public Recreation Designation	
Designation	Acres
Public Recreation	1,694

In addition to the specific designations, all land in the SMAs was given a recreation intensity zone (RIZ), derived from the recreation suitability analysis (see Chapter 2) and from goals and policies for recreation and other uses and resources. Agriculture and Forest designations allow the opportunity for conversion to recreation use, consistent with the RIZ applied to the land.

The size of a recreation development is controlled by the RIZ, including such aspects as how large a parking area may be created, or how much land area may be developed. RIZs apply to all owners and operators, both private and public, including the Forest Service. All developments proposed in the Recreation Development Program in Chapter 4, including on lands designated for Public Recreation, must comply with the RIZ. As with all other developments in the SMAs, recreation developments must also comply with the guidelines for protection of the scenic, cultural, and natural resources.

RECREATION INTENSITY ZONES:

Zone 1 (Very Low Development Intensity): 89,460 acres (78%)
 Zone 2 (Low Development Intensity): 17,686 acres (15%)
 Zone 3 (Moderate Development Intensity): 4,797 acres (4%)
 Zone 4 (High Development Intensity): 2,208 acres (2%).

Goal I: *Ensure that all recreation development protects the scenic, cultural, and natural resources.*

Policies:

1. Protect opportunities for moderate and high intensity resource-based recreation development by applying a Public Recreation designation where appropriate and consistent with resource protection.

2. Development of recreation sites or facilities must meet the guidelines for the Recreation Intensity Zone in which the site is located.

3. Public recreation areas should encourage and facilitate use by all sectors of the public including urban residents, ethnic minorities, persons with disabilities, the elderly, and the young.

4. Motorized uses are prohibited on pedestrian or equestrian trails.

5. Commercial recreation facilities or enterprises established to provide activities that are not directly related to the visitor's enjoyment of natural resources will not be permitted within the Special Management Areas.

6. Exceptions to the intensity standards may be allowed for certain sites to achieve a recreation development exceeding the RIZ when called for in the Recreation Development Plan. Such development must meet the criteria for the site described in the Development Plan. Exceptions to the RIZ must provide opportunities for alternative transportation to minimize the impacts of private automobiles.

7. Public projects must consider including appropriate enhancement measures in their design and implementation; private developments are strongly encouraged to include enhancement as well.

Recreation Guidelines

1. A recreation intensity zone is applied to all land within the Special Management Areas, in addition to the underlying land use designation. The following guidelines apply to development of recreation facilities within each zone.

2. All lands designated forest or agriculture may be converted to recreation use consistent with these guidelines for the applicable recreation intensity zone.

3. Site analysis and design standards prescribed in the scenic, cultural, and natural resource guidelines shall be applied to all recreation development proposals to avoid adversely affecting the resources.

4. All recreation developments shall be designed to meet the needs of handicapped users to the maximum extent practicable.

5. Commercial recreation facilities or enterprises which meet the recreation development goals and policies may be permitted (see Recreation Development Plan, Chapter 4), provided they meet the guidelines for scenic, cultural, and natural resources.

6. A proposed recreation facility must not interfere with existing uses on adjacent lands.

7. Signs for recreational facilities must meet the following standards:

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 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 must conform to the Graphic Sign System. Interpretive signs may also be permitted. Allowable size for signs is indicated for each recreation intensity zone.

8. One dwelling may be permitted on a parcel of 40 acres or larger when the site objective and facility design require the services of an on-site manager or caretaker. Such dwellings must meet the guidelines for resource protection and for residential uses.

9. Exceptions to the design guidelines for Recreation Intensity Zones may be permitted for projects identified in the Recreation Development Plan. Such projects must meet the criteria in the Development Plan and will be subject to environmental analysis under the National Environmental Policy Act, including public review.

Intensity Zone 1: Emphasis is to provide opportunities for very low intensity recreation that only requires development of a very low scale.

1. Uses permitted in Zone 1 are those that provide settings in which people participate in outdoor activities to realize experiences such as solitude, tension reduction, and nature appreciation.

2. Site capacity: 10 vehicles.

3. Recreation developments shall maintain at least 90 percent of the site in an undeveloped condition.

4. The following uses may be permitted:

a. Multipurpose trails, including hiking, horse riding, tour bike, and mountain bike trails.

b. Trailheads.

c. Parking areas for individual recreational activities with a capacity for no more than 10 vehicles including trailer/vehicle combinations.

d. Dispersed campsites accessible only by a trail with improved facilities limited to cleared and leveled individual campsites, with one improved fire ring, one picnic table, or other limited similar improvements. A maximum of 10 campsites is permitted in any single development.

e. New Roadways and roadway improvements designed to serve permitted facilities. Improvements may include vista overlooks to accommodate 10 or fewer vehicles.

f. Picnic areas with no more than 10 family picnic sites, with a capacity not to exceed 35 persons at one time. Each site will have no more than one eating area and a fire ring or barbecue.

g. Boat landings which provide access to rivers, lakes, or other water bodies.

h. Entry name signs not larger than two square feet.

i. Interpretive signs and displays.



Intensity Emphasis is on minimum facility development with rustic,
Zone 2: nature-oriented design themes and facilities that are
visually subordinate to the natural landscape.

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. Site capacity: 20 vehicles.
3. Recreation developments shall maintain 75 percent of the site in an undeveloped condition.
4. All uses permitted in Zone 1 are permitted in Zone 2. The following uses may also be permitted:
 - a. Parking areas with a capacity for no more than 20 vehicles including trailer/vehicle combinations.
 - b. Rustic campgrounds of no more than 20 individual units. Improved facilities shall be limited to cleared, leveled areas, improved fire rings, food caches, picnic tables, parking

for no more than 20 vehicles, and other limited, similar improvements.

c. New roadways or roadway improvements designed to serve facilities included under this article and recreation users, including vista overlooks.

d. Picnic areas which contain no more than 20 picnic sites, and not to exceed 70 persons at one time. Each site will have no more than one picnic table and a fire ring or barbecue.

e. Boat docks, limited to stationary piers and floating docks containing a deck area of no greater than 1600 square feet, which have received approval from state and/or federal permitting agencies.

f. Boat anchorages for no more than 10 boats at one time.

g. Swimming areas.

h. Interpretive displays and associated structures with a cumulative total of not more than 100 square feet of sign area.

i. Windsurfing facilities.

j. Entry name signs of not larger than 16 square feet.

Intensity
Zone 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 that provide settings where people can participate in activities to realize experiences such as family and within group socialization, nature appreciation, relaxation, cultural learning and escape from work and home. Recreation facilities are associated with moderate levels of development. Zone 3 areas have suitable access and physical characteristics to support moderate levels of facility development, considering site feasibility and public safety.

2. Site capacity: 50 vehicles.

3. Recreation developments shall maintain at least 60 percent of the site in an undeveloped condition.

4. All uses permitted in Zones 1 and 2 are permitted in Zone 3. The following uses may also be permitted:

a. Parking areas with a capacity for no more than 50 vehicles including vehicle/trailer combinations.

b. Campgrounds for no more than 50 individual campsite units, or 250 persons at one time, with a density of no more than 5 units per acre.

c. New roadways or roadway improvements designed to serve facilities included under this article and recreation users, including vista overlooks.

d. Picnic areas with capacity not to exceed 175 persons at one time.

e. Boat docks, limited to stationary piers and floating docks which have received approval from state and/or federal permitting agencies.

f. Boat anchorages for not more than 15 boats.

g. Improved dispersed campsites, accessible by road or trail.

h. Interpretive displays and associated structures.

i. Visitor facilities and environmental education facilities, including structures, not to exceed 400 square feet.

j. Entry name signs not larger than 25 square feet.

Intensity Emphasis in Zone 4 may be characterized as developed, or
Zone 4: heavily modified by human activities. Facilities are designed for high user densities and frequent social interactions. Many conveniences are provided on site. Site and facility designs shall complement the natural and cultural landscapes.

1. Permitted uses are those that provide settings where people can participate in activities to realize experiences such as socialization, cultural and natural history

appreciation, challenge, achievement and stimulation. Zone 4 areas exhibit physical characteristics suitable for high levels of recreation developments. Proximity to existing recreation facilities and opportunities, accessibility and proximity to urban areas and are some of the factors considered in designating these areas.

2. Site capacity: 200 vehicles.

3. Recreation developments shall maintain at least 50 percent of the site in an undeveloped condition.

4. All uses permitted in Zone 1, 2, and 3 are permitted in Zone 4. The following uses may also be permitted:

a. Parking areas with a capacity for no more than 200 vehicles including vehicle/trailer combinations.

b. Campgrounds for no more than 150 individual campsite units, or 1000 persons at one time, with a density of no more than 10 units per acre.

c. Picnic areas with capacity not to exceed 700 persons at one time.

d. Boat anchorages.

e. Visitor facilities and environmental education facilities, including structures.

f. Stables for riding horses.

g. Historic Parks consisting of visitor information, historical structures or replicas of historical structures.

h. Entry name signs not larger than 36 square feet.

Transportation

Access and management of the transportation network in the Scenic Area is important to implementation of the management plan. Six major travel corridors provide access through the 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 insure 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 too must be guided by comprehensive planning, integrating resource protection into design of programs and facilities.

Goal I:

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, recreation, and natural resources.

Policies:

1. All new transportation facilities will protect the scenic, cultural, recreation, 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. Designation of Interstate 84 in Oregon as a scenic corridor is encouraged. Additional scenic viewing areas and photo stops should be provided along the highway.
4. Visual improvements should be implemented within the corridors for State Route 14 in Washington, and Interstate 84 and the Historic Columbia River Highway in Oregon.
5. Recreation opportunities are encouraged along the Historic Columbia River Highway and SR-14, including bicycle trails, viewpoints, interpretive facilities, etc.
6. The scenic integrity of the Columbia River shall be protected while providing for navigation and recreation needs.
7. 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, recreation, and natural resources.

Management Guidelines

8. 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, recreation, and natural resources.

1. New construction or expansion of existing transportation facilities will be considered as a conditional use to support an allowable use under the land use designation.

2. Maintenance or reconstruction of existing transportation facilities serving non-conforming uses may be permitted, provided that scenic, cultural, recreation, and natural resources are not adversely affected. New facilities or expansion of existing facilities to serve non-conforming uses is not permitted.

3. The following standards apply to development and use of the Historic Columbia River Highway:

a. Reconstruction and maintenance of the highway corridor will retain the integrity of the facility as a historic district.

b. The highway should be maintained as a slow-moving recreation travelway where it is open to motor vehicles. Usage levels may necessitate future restrictions or other alternative modes of transportation.

c. Options to reduce traffic conflicts should be considered.

d. Restore abandoned sections of the highway for use as recreation trails.

e. Interpretive signs of a historic design, consistent with the Graphic Signing System, are permitted.

4. If reconstruction of the Multnomah Falls interchange is implemented, the following objectives shall be met:

a. Minimize the visual impact of any structure.

b. Design the interchange to support the Multnomah Falls facility at a maximum capacity of 1,000 persons at one time.

- c. Discourage use of the interchange as a truck stop/rest stop and encourage use as a recreation destination.
5. Reduce sign clutter and other negative visual effects from excessive signs along all roads and highways, and at parking lots and recreation facilities.
6. Directional and safety signs are permitted 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.
7. Interstate 84 shall not have interpretive signing; regulations, warning, service, and other signs as provided for in the Graphic Signing System are permitted.

Signs

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. Other signs should be appropriate to the type of activity and compatible with surrounding area and landscape setting. Graphics should successfully announce, inform, and designate the particular function as simply and clearly as possible. Lettering style should be chosen for legibility, based on how the sign will be seen by the observer. Symbols with international recognition should be used whenever possible. The number of signs in the Special Management Areas should be kept to a minimum to reduce distractions and obstructions that may contribute to accidents as well as scenic and other resource degradation.

All signs located, repaired, or maintained in SMAs, unless categorically exempted herein, must meet the provisions of these sign guidelines. Signs placed in Special Management Areas by jurisdictional authorities must 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.

Goal I: *Allow signs in the Special Management Areas to meet the functional needs for which they are designed while minimizing scenic impacts.*

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, which is to be developed.
2. General design standards applicable to all structural development as described in the SMA management guidelines for specific land uses and for protection of scenic resources also apply to signs.

**Sign
Guidelines**

1. 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 standards and guidelines in this system. Types of signs addressed include recreation site entry, route marker, interpretive, guide, directional, and Urban Area entry.
2. Signs located outside the visual range of 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.
3. 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.
4. Signs shall be maintained in a neat, clean and attractive condition. Permits for signs maintained otherwise may be revoked by the permitting authority.
5. 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.

6. Signs shall be placed flat on the outside walls of buildings, not on roofs or marquees.

7. Signs displaying the symbols, slogans, or trademarks of national products shall not be permitted.

8. Any sign advertising or relating to a business on the premises on which it is located which is discontinued for a period of 30 consecutive days shall be presumed to be abandoned and all such signage, whether conforming or non-conforming to the provisions of these guidelines shall be removed within 30 days thereafter, unless permitted otherwise by the jurisdictional authority.

Prohibited Signs

1. Signs imitating official traffic signs, or obscuring official signs.

2. Luminous signs or those with intermittent or flashing lights exclusive of signs otherwise regulated. Luminous signs shall include those signs which give forth their own light, or any transparent or translucent sign through which artificial light is emitted, including any neon sign, fluorescent sign, or advertising light display exclusive of Christmas displays during the Christmas holiday season.

3. Signs obstructing public rights-of-way.

4. Signs placed on utility poles, trees, rocks, or other natural features.

5. Advertising billboards.

6. Signs that move or give the appearance of moving exclusive of signs otherwise regulated for purposes of warning or safety.

7. Portable or wheeled signs, or signs on parked vehicles where the sign is the primary use of the vehicle.

8. Signs exceeding 10 feet in height from ground level measured by taking the average of the highest and lowest points of the ground from the highest point of the sign

(together with its support structure if the sign is freestanding).

Exemptions

1. Ordinary repair, maintenance, and cleaning provided no changes occur in size, structure, color or message.
2. One political sign per parcel road frontage. The sign shall be no greater than 12 square feet in area and not displayed for more than 60 calendar days. Removal must be accomplished within 5 days of election.
3. One "For Sale" sign per parcel road frontage which is not greater than 12 square feet. Removal must be accomplished within 5 days of close of sale.
4. One temporary construction site identification sign which is not greater than 32 square feet. Removal must be accomplished within 5 days of project completion.
5. Temporary signs of public service companies indicating danger and/or service and safety information. Removal must be accomplished upon project completion.
6. Signs on mailboxes or newspaper tubes not exceeding the size of the container, but in no case greater than one square foot.
7. Signs on dwellings containing house numbers and occupants' names no greater than one square foot in area and limited to one per occupancy.
8. 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.
9. 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.
10. Temporary signs advertising civil, social, or political gatherings and activities not exceeding four square feet and placed no longer than one week in advance of the event.

Removal must be accomplished within three days of the close of the event.

11. Signs posted by governmental jurisdictions giving notice to the public. Such signs shall be no larger than that required to convey the message intended, and unless otherwise permitted or regulated, shall not exceed one square foot.

**Pre-Existing
Signs**

1. Any sign which does not conform with a provision of these guidelines and has been in existence prior to the date of adoption of these guidelines is subject to this Section.

2. Existing non-conforming signs shall not be altered without a permit from the jurisdictional authority. Alterations must meet requirements of these guidelines and, if within or adjacent to a public road right-of-way, the Graphic Signing System.

3. Any non-conforming sign used by a business must be brought into conformance prior to any expansion or change in use which requires a development permit. No development permits may be issued until compliance with this provision is achieved.

4. Any non-conforming sign advertising or relating to a business or ownership on the premises on which it is located shall be terminated upon any change in ownership or control thereof.

Scenic Resources Protection

The 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.

Scenic protection takes place on two levels. First, at the landscape setting scale where the overall integrity of landscape character is maintained. At the second level, the individual development must meet certain standards to insure that it will blend in with its natural and cultural surroundings.

A completely natural appearing landscape is not the only type of landscape that is considered attractive. Landscapes showing evidence of certain cultural activities such as agriculture also have a high scenic value. By identifying and describing the landscape settings, these policies acknowledge the scenic values of a natural landscape and of landscapes influenced by human activities. Design criteria in the management guidelines insure that such areas are protected and perpetuated over time.

Goal I: *Maintain the existing appearance and integrity of identified landscape settings in the Scenic Area.*

Policies: 1. Landscape settings are identified and mapped, based on landform, vegetation, and predominant land uses. The settings are shown on the map in the map pocket and include the following:

WILDLANDS (44,659 acres, 39%): These lands are steep, rugged, and undeveloped, with little or no influence by human activities. Wildlands commonly exist in large tracts and stand apart topographically as separate landscape units.

WOODLANDS (55,617 acres, 48%): 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 westside, or by an interwoven pattern of deciduous forest with some mixed conifers primarily on the eastside. 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.

RIVER BOTTOMLANDS (9,489 acres, 8%): This setting includes islands, wetlands, floodplains, shorelines and associated low elevation lands, both developed and undeveloped, along the Columbia River shore.

PASTORAL (4,652 acres, 4%): This is an agrarian setting characterized by cultivation and agricultural uses such as pastures, orchards, or vineyards. This setting may include woodlots and scattered structural development.

RURAL (106 acres, 0.1%): This setting is a more developed area with housing to a degree that it is no longer pastoral.

Development is more concentrated, with single family homes in evidence.

2. New developments shall be compatible with the landscape setting in which they are located. Land uses which are not compatible with the landscape setting shall not be evident to the casual observer.

3. Where appropriate, scenic easements will be used to protect and perpetuate certain landscape settings.

Goal II:

Insure that individual structures and other development activities blend in with the natural and cultural patterns of their immediate surroundings in which they are located.

Policies:

1. Size, scale, shape, color, texture, siting, height, building materials, lighting or other aspects shall be regulated to protect the scenic resources.

2. Development occurring in the foreground of major travel corridors (SR-14, I-84, Old Columbia River Highway, and Larch Mountain Road) must protect the scenic values within the corridors.

3. Enhancement of the appearance of existing developments is encouraged.

Goal III:

Protect and encourage enhancement of historic and landmark structures and cultural landscapes.

Policies:

1. Rehabilitation or modification of historic structures may be exempt from the above policies if such is consistent with the historic integrity of the original design.

2. New public special feature buildings may be exempted from the above policies if they enhance and add to the visual diversity and meet other established Scenic Area objectives, subject to case-by-case design review and public comment.

Management Guidelines

New developments shall be evaluated for design to insure that the scenic resources are not adversely affected based on visibility from KVAs. The following specific elements are required for the design evaluation:

1. Visibility analysis of the proposed development from KVAs.

2. Site plan to show proposed grading, road and utility construction, building location and size, etc.
3. Structural design indicating how size, shape, color, texture, height, exterior building materials, lighting, and other features meet the design standards described below.
4. For forest practices, a detailed site plan showing harvest units, roads, areas of disturbance, and scenic mitigation, including cumulative effects analysis.

Design Standards

The following design standards will be applied to all new land uses and developments, regardless of location or landscape setting:

1. Proposed developments shall not protrude above the line of a bluff, cliff, or skyline as seen from KVAs.
2. Size, scale, shape, color, texture, siting, height, building materials, lighting, or other features of a proposed development must ensure that the feature is visually subordinate in the landscape.
3. Colors shall be utilized in a manner so that developments are compatible with the natural and cultural patterns in the local environment. Colors for structures and signs will usually be slightly darker than the surrounding background.
4. Structure height must not exceed 75 percent of the average tree canopy height in the area.
5. Proposed developments shall be aligned, designed and sited to fit the natural topography and to minimize visible grading or other modifications of land forms, vegetation cover, and natural characteristics.
6. Roads for permitted uses shall be carefully designed to limit the impacts of cuts and fills.
7. Outdoor lighting shall be used for purposes of illumination only, and shall not be designed for, or used as, an advertising display. Parking lot, walkway, and building lights shall be directed downward. Seasonal lighting displays may be permitted on a temporary basis, not to exceed six weeks duration.

8. Reflectivity of structures and site improvements shall be minimized.

9. All signs must meet the following standards, consistent with the Manual for Uniform Traffic Control Devices:

a. Signs must be unobtrusive and have low contrast with the setting.

b. The support structure shall be unobtrusive and have low visual impact.

c. Colors must blend in with the setting while allowing for sufficient contrast of lettering color to provide clear message communication.

d. Backs of all signs shall be unobtrusive, non-reflective, and blend in with the setting.

e. Internal illumination or backlighting is not permitted for signs. Spot lighting of signs may be allowed where needed for night visibility.

10. New developments within the foreground (1/4 mile) of a major travel corridor must meet the following standards:

a. **STRUCTURES:** New structures, including houses, utility structures, fences, etc., shall be screened from view or colored to blend in with the surrounding landscape character as viewed from the highway. A dwelling in a pastoral setting may be exempted from this guidelines if it is compatible with the surrounding landscape.

b. **SIGNS:** Commercial and community facility signs not larger than nine square feet are permitted only on-premise. New public sector signs shall be minimized in road right-of-ways. Interpretive signs may be allowed, but must conform to the Graphic Sign System (see Sign Guidelines).

c. **VEGETATION MANAGEMENT:** Right-of-way vegetation shall be managed to minimize visual impact of clearing and other vegetation removal. Roadside vegetation management should enhance views out from the highway (vista clearing, planting, etc.).

d. ROAD ACCESSWAYS: New road access points shall be minimized. No more than one access per parcel is permitted.

e. ROAD MAINTENANCE: Existing and new road maintenance warehouse and stockpile areas shall be screened from view from the highway.

**Landscape
Setting
Standards**

Land uses or developments must be visually compatible with the landscape setting; that is, a proposal must meet the following design standards for the setting in which it is located:

WILDLANDS: Wildland areas should retain the overall appearance of the dominance of natural elements and processes. Development activities in wildland areas should not be evident in the landscape.

1. Developments must be screened so as not to be seen from KVAs, public interior roads, or trails.

2. Structures shall have a rustic appearance, use non-reflective materials, and have low contrast with the surrounding landscape.

3. Permitted roads must be temporary, and promptly closed and revegetated following the permitted use.

4. Forest practices shall not be evident.

5. New utilities must be below ground surface.

6. Use of non-native plant species for landscaping or revegetation will not be allowed unless the applicant can demonstrate that native plants are not available. Where non-native plants are used, they will have natural, native appearing characteristics.

7. Lighting shall not be evident from KVAs.

8. Rustic appearing signs may be permitted which use natural and natural-appearing colors and materials only.

WOODLANDS: Woodland areas should retain the overall appearance of a woodland landscape appropriate to the local environment. Natural elements and processes predominate, but may include evidence of human activities.

1. Structural development may be visible, but must be visually subordinate to the surrounding natural and cultural landscape.
2. Structures shall have a rustic appearance, use non-reflective, native appearing materials, and have low contrast with the surrounding landscape.
3. Forest practices, and all land disturbance associated with forest practices, shall be visually subordinate to the natural character of the landscape.
4. Roads for permitted and conditional uses shall be designed to limit the visual impacts of cuts and fills. Vegetative screening must be maintained.
5. Use of non-native plant species for landscaping or revegetation will not be allowed unless the applicant can demonstrate that native plants are not available. Where non-native plants are used, they will have natural, native appearing characteristics.
6. Lighting shall not be evident from KVAs.
7. Rustic appearing signs may be permitted which use natural and natural-appearing colors and materials only.

RIVER BOTTOMLANDS: River Bottomland areas should retain the overall appearance of a river shoreline, including wetlands and riparian plants, and the flat horizontal landform mixed with vertical vegetation patterns.

1. Land uses and structural developments may be visible, but must be visually subordinate to the surrounding natural and cultural landscape.
2. Structural development should have a generally horizontal character and make use of natural appearing materials that blend into the surrounding landscape.
3. Roads for permitted and conditional uses shall be designed to limit the visual impacts of cuts and fills and shoreline integrity.

4. Forest practices, and all land disturbance associated with forest practices, shall not be visually evident when viewed from KVAs.

5. Use of non-native plant species for landscaping or revegetation will not be allowed unless the applicant can demonstrate that native plants are not available. Where non-native plants are used, they will have similar structural plant character.

6. Signs shall be of small scale.

PASTORAL: Pastoral areas should retain the overall appearance of an agricultural landscape. Agricultural practices dominate the landscape.

1. Appearance of structures must be consistent in design with the pattern of existing agricultural development and shall repeat the form, line, color, and texture of structures commonly found in this setting.

2. Forest practices, and all land disturbance associated with forest practices, shall be visually subordinate to the natural character of the landscape.

3. Plantings other than commercial crops should be responsive to the historic and cultural values associated with the existing agricultural development. For example, fence rows and windbreaks are appropriate.

4. Signs should be of small scale.

RURAL: Rural areas should retain the overall appearance of an area of concentrated buildings in scale with and not dominant over the natural forest character of the landscape.

1. The existing character of the surrounding development shall be maintained in the design of new structures.

2. At Rowena Dell, appearance of structures shall be rustic in nature and make use of natural materials and colors to duplicate the existing pattern of development.

3. At Latourell Falls, appearance of structures shall be in keeping with the predominant historical character of the existing development.

Cultural Resources

The Scenic Area Act and other Federal legislation requires the protection and enhancement of historic and prehistoric cultural resources, as well as traditional cultural properties. Prehistoric cultural resources in the Scenic Area are known to date to at least 8,500 years. Historic resources date from the 1805 Lewis and Clark expedition up to the recent past, approximately 50 years ago. 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. As a result, the need also arises to reinforce protection measures.

All significant cultural properties are protected by existing state and Federal laws and regulations. Development policies and guidelines prescribe the specific mechanisms that will be used to assure protection and enhancement under the Scenic Area Management Plan.

A major concern about protection of cultural resources centers around the process for location, evaluation, and determination of the potential effects of site-specific development proposals on cultural resources. Some feel that existing Federal and state laws and regulations are not adequate to protect the resources. Additional requirements to those which now exist may place unreasonable burdens on private land owners in the development review process. As the existing Federal and state requirements must still be met for any undertaking on public or private lands, the establishment of additional regulations would place a double requirement on potential developers.

An additional concern relates to the role of Native American Indians 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 specifies consultation with the four affected treaty tribes on the Columbia River and its tributaries for all development actions which may affect treaty or treaty-related rights.

Goal I: *Protect cultural resources, including traditional cultural properties, from potential adverse effects on lands designated for use and development.*

- Policies:**
1. Proposed developments or changes in use shall not adversely affect cultural properties existing on or within the vicinity of a proposed undertaking.
 2. Federal regulations including evaluation of the significance of cultural properties shall be the basis for determining effects to cultural resources on all public lands, publicly funded recreation projects on private land, and on non-Federal Forest lands in the Special Management Areas.
 3. Procedures defined by the Columbia River Gorge Commission for the General Management Areas shall be used for private lands, except for non-Federal forest lands, in the Special Management Areas. This will include uses or developments on agricultural or residential lands and could include low-intensity recreation or restoration and enhancement activities on private lands designated for open space if such activities are proposed without Federal funding.
 4. Tribal governments shall be consulted for all undertakings that may have effects to cultural resources, reserved treaty fishing rights, or any other treaty or treaty-related right. This shall be done by the applicant at the time application for project review is made to the County or the Forest Service, as appropriate. The consultation shall consist of a request to the affected tribal government(s) for any information it may have concerning the presence of cultural resources within or immediately adjacent to the area likely to be affected by the project.

Management Guidelines

Applicants for all new developments on Federal lands, or on privately owned forest designations, and applicants for publicly funded recreation projects on private lands in the National Scenic Area, shall obtain the services of a professional cultural resource consultant (archaeologist, historic archaeologist, historian, ethnographer, as appropriate) in order to assess the potential for effects to cultural resources. The following requirements shall be met:

**Pre-field
Literature
Review**

The preliminary review of the literature shall include the following sources of information:

1. A statement as to the presence of any historic or prehistoric cultural resources or traditional cultural properties, 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.
2. A thorough search of state and local county government, National Scenic Area/Forest Service and any other pertinent inventories to identify cultural resources of potential significance, including consultation with the State Historic Preservation Office (SHPO) and affected tribal government(s), and any other individuals with knowledge of the area.
3. A review of the literature and consultation with professional archaeologists knowledgeable about the area.

**Field
Inventory**

Dependent upon the information derived from the pre-field literature and records review, an archaeological or historic cultural resource field inventory may be required by the County or Forest Service, as appropriate, to assess the potential for effects to cultural resources on Federal and state lands, on privately owned forest lands, and for privately funded recreation on private land.

1. The presence of a recorded or known cultural resource, including those reported in consultation with the affected tribal government(s) on or within the immediate vicinity of a proposed undertaking, shall require an on-the-ground survey by a professional archaeologist (see Glossary).
2. Inventory requirements developed by the Columbia River Gorge Commission shall be utilized for agricultural and residential developments, as well as low-intensity recreation or restoration and enhancement activities on private lands designated Open Space if proposed without Federal funding.
3. If cultural properties are not otherwise identified in the pre-field literature review or consultation process, field inventory requirements will be determined using the Inventory Matrix in Figure 3:1.

Guided by the matrix, the County or Forest Service will decide whether an on-the-ground inventory is necessary. Projects which are of low potential for adverse effects, and which occur in low probability areas, will not require an on-the-ground inventory.

A project which would require an on-the-ground inventory may be one with a high impact-potential proposed in the vicinity of a known or reported cultural property, or in an area of high probability for cultural resource. Likewise, any project adjacent to or within waters with anadromous fish would require consultation with all affected tribal governments.

When insufficient information exists for a county or permitting agency to make an informed decision regarding the necessity for archaeological inventory, it will be necessary that the planning or permitting agency consult a professional archaeologist with the Forest Service or SHPO



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	Y	Y	Y

"N" = no survey required

"Y" = survey required

* Probability Map:

This map indicates the probability of finding cultural resources in a given area.

Low Probability: those areas which due to recent modification, steep slope, and other culturally-constraining features, have little to no likelihood for the presence of cultural properties. It is important to note that this designation is discretionary when applied to large areas. For example, while a large area may be designated as "low" there may be local conditions which would require treatment as a "high" probability, such as a small mid-slope bench with access to water on an otherwise steep, (100%) barren slope. Specific local conditions will dictate inventory treatment.

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. Those areas designated as "moderate" may eventually evolve to "low" or "high" as field knowledge and experience progresses. Normally, the decision to require inventory will be discretionary, based upon the recommendation of a professional archaeologist with experience in the area.

High Probability: Those areas with known or immediately adjacent known cultural resources, and areas of known sensitivity based upon ethnographic information, information derived from affected Indian tribal governments or Indian people familiar with the area, and prior experience. Normally, field inventories by a professional

archaeologist familiar with the area will be required for all proposed developments or actions in a "high" sensitivity area, unless local conditions warrant otherwise. For example, an existing rock quarry proposed for enhancement within a "high" area may not require a field inventory. Similarly, a lot-line adjustment within a "high" probability area may have no effect, whether or not a cultural property may be present.

**Potential Project Impacts:

Low Potential Impact: one in which no ground disturbance is likely to occur, such as in surveying for project alignments, adjustment of land lines or boundaries, internal maintenance and remodeling of dwellings, hand treatment of brush within established rights of way, aerial application of insecticides such as *Bacillus thuringiensis*.

Moderate Potential Impact: where there is the potential for ground disturbance of a slight nature. Examples include mechanical chipping of clearing slash, helicopter logging in the absence of on-the-ground bunching of logs, repair and minor rehabilitation of existing recreation facilities, installation of surface chemical toilets, and fencing placed without mechanical assistance.

High Potential Impact: where there will be significant ground disturbance. Examples include logging, grazing, clearing of new fields, 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.

in reaching a recommendation for a survey requirement of the proposed project.

4. The results of the cultural resource inventory for Federal undertakings shall be presented to the Forest Service for review of adequacy. For undertakings on private lands designated Forest, Public Recreation and Open Space, the inventory report shall be presented to the appropriate county government for review. At a minimum, the inventory report shall include:

a. A summary of the results of the pre-field literature search cited under Management Guideline 1 above, including evidence of a reply or non-response by the affected tribal government(s).

b. A description of the cultural resource field methodology utilized for the undertaking, describing the type and extent of field survey undertaken, supplemented by maps which graphically illustrate the areas surveyed, not surveyed, and the rationale for each.

c. A statement of the presence or absence of historic or prehistoric cultural resources, including traditional cultural properties, within the proposed area of undertaking.

d. When cultural resources are not located, a statement of the likelihood of the presence of buried or otherwise concealed cultural remains. If monitoring is recommended, a clearly-defined justification for the necessity of monitoring by a professional archaeologist during the undertaking shall be presented.

Evaluations of Significance

When resources are found within the area of the undertaking, an evaluation of significance of the resources relative to the criteria of the National Register of Historic Places (36 CFR 60) shall be presented for each historic, prehistoric, or traditional cultural property.

1. Evaluations of each cultural property shall be presented within local and regional contexts.

2. Evaluations of historic and prehistoric cultural properties shall be guided by relevant previous research and current research designs relevant to specific research questions for the area.

3. Evaluations of traditional cultural properties shall be guided by the guidelines presented under National Register Bulletin 38 "Guidelines for the Evaluation and Documentation of Traditional Cultural Properties" within local and regional contexts.

4. Recommendations for eligibility of individual cultural properties to the National Register, under Criteria A through D, shall be presented for each property inventoried. Arguments for eligibility or non-eligibility shall be professionally presented within the context of relevant local and regional research.

5. Evidence of consultation with affected tribal government(s), as well as other knowledgeable individuals as appropriate, shall be included as part of the evaluation of significance.

**Determination
of Effect**

For each significant (National Register eligible) cultural property inventoried within the area of the undertaking, recommendations for determinations of effect shall be presented in the body of the report, utilizing the criteria for Assessing Effects outlined in 36 CFR 800.5.

1. If the undertaking will have no adverse effect to a cultural resource, a clear statement of the justification for that recommendation shall be presented following the Documentation Requirements of 36 CFR 800.8(a).

2. If the undertaking will have an adverse effect (36 CFR 800.9[b]) to a cultural resource, documentation shall be presented concerning the type and extent of adverse effect upon the qualities of the property that make it eligible to the National Register. This shall follow the process outlined under 36 CFR 800.5(e).

3. If the effect appears to be beneficial, documentation shall be presented for the recommendation of beneficial effect upon the qualities of the property that make it eligible to the National Register.

Mitigation

Measures recommended for mitigation of effects to cultural resources 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.

**Compliance
with Section
106**

For Federal or Federally assisted undertakings, the Forest Service or other responsible agency will complete its consultation responsibilities under Section 106 of the Historic Preservation Act of 1966. This consists of consulting with the affected tribal governments, the State Historic Preservation Office, the Advisory Council on Historic Preservation, and Keeper of the National Register of Historic Places, as appropriate. For non-Federal undertakings on Forest, Public Recreation and Open Space designated lands, the county government shall consult with the affected tribal governments and State Historic Preservation Office, as well as other interested or knowledgeable parties identified in the pre-field and field inventory processes.

NO EFFECT: When no properties eligible to the National Register are within the area of the undertaking, the project may be approved without conditions.

NO ADVERSE EFFECT: Upon concurrence between the Forest Service and SHPO (or the County and the SHPO, as appropriate) as well as the consulting parties, including affected tribal government(s), that the effect upon an eligible property will not be adverse, the undertaking will be approved, conditioned by the mitigating measures necessary to avoid effects.

ADVERSE EFFECT: When no acceptable mitigating measures, including excavation, can be found to mitigate an adverse effect, the undertaking shall be denied.

**Discovery
During
Construction**

All cultural resource clearances or authorizations for construction shall be conditioned to require the immediate notification of the Forest Service or County government, as appropriate, in the event of the inadvertent discovery of cultural resources during construction. In the event of the discovery of cultural resources or materials, particularly human bone or burials, work in the immediate area of discovery shall be suspended until a professional archaeologist can evaluate the potential significance of the discovery, and recommend measures to protect and/or recover the resource.

Natural Resources Protection

Two approaches for protection of natural resources are taken in the SMA goals and policies. The first is to designate areas containing significant resources as open space. This will prohibit most development activities where the activities would damage the resource and mitigation is felt to be impractical or impossible. Where this level of protection is not required, the second approach provides policies requiring site analysis and mitigation in all land use designations as outlined in the guidelines below.

Goal I: *Protect natural resources from potential adverse effects from land use and development activities.*

- Policies:**
1. Proposed developments shall not adversely affect the natural resources existing on a proposed development site, or cause off-site impacts that could result, individually or cumulatively, in degradation or destruction of natural resources in the Scenic Area.
 2. Proposed developments shall not adversely affect significant ecosystems such as wetlands, riparian areas, islands, and areas of special importance such as botanical areas, wildlife habitat, or oak woodlands. Design and implementation of adequate mitigation measures is required to protect these natural resources.
 3. Forest practices shall maintain existing habitat quality and quantity for fish, wildlife and native plants, and provide for the long-term productivity of the lands by conserving the natural resources, including soil and water resources, and ecosystem diversity.
 4. Implementation of state and Federal regulations protecting air and water quality will be assured.
 5. Alternatives to herbicide use for vegetation management must be considered and evaluated prior to implementing projects. Herbicides will only be used if it can be shown through analysis that other alternatives are not cost efficient.

Goal II: *Promote practices and partnerships that will enhance natural resources in all land use designations.*

- Policies:**
1. Special projects are encouraged to demonstrate techniques for the protection and enhancement of natural resources in conjunction with effective land use management.
 2. Partnerships with public agencies, conservation groups, and individuals are encouraged to increase public awareness, understanding, and stewardship of natural resources.
 3. Public projects shall consider including appropriate enhancement measures in their design and implementation; private developments are strongly encouraged to include enhancement as well.

Management Guidelines

Site Analysis and Project Evaluation

1. New developments shall be evaluated by professional natural resource specialists for potential adverse effects on resources of the site and in the vicinity. Minor developments are exempted from this requirement except where current Scenic Area inventories indicate the presence of an existing threatened, endangered, or sensitive species, or where the development is located within riparian buffers, or within 200 feet of a delineated wetland. Minor developments include fencing, signs, construction of ponds of less than one-half acre, additions to existing structures of not more than 50 percent of the size of the original ground area, and construction of accessory structures with a ground area of less than 500 square feet.

Where significant natural resources are identified on a project site, adequate mitigation measures must be designed. Approval of the project shall be conditioned on satisfactory implementation of such mitigation measures.

The evaluation shall include the following factors:

- a. Inventory of wildlife, including threatened and endangered species, which use the subject site or adjacent areas.
- b. Inventory of threatened and endangered and sensitive plants and vegetation cover found on the site.



c. Identification of wetlands, streams, and riparian areas which may occur on the site.

d. Water quality and soil type and characteristics.

e. Analysis of potential impacts of the proposal on the resources identified, including direct, indirect, and cumulative effects.

f. Outcome of consultation with the U.S. Fish and Wildlife Service on projects which may affect threatened or endangered species.

g. Proposed mitigation measures for any adverse impacts that may occur and an assessment of the effectiveness of such mitigation.

2. The Scenic Area inventories generally identify significant natural resources, including some site-specific information. These inventories will be made available to the applicant as a starting point for site analysis. Additional field surveys may also be required to assess effects of proposed developments.

3. The Forest Service or appropriate Federal agency generally will finance or conduct the natural resources site analysis and project evaluation for Federal or Federally assisted projects on public land in the SMA.

4. On non-Federal land without Federal assistance in the SMA, the project applicant must obtain and pay for the natural resources site analysis and project evaluation. The Forest Service may make this service available on a cost-reimbursable basis to an individual or through a county.

5. Professional qualifications of a natural resource specialist must include an academic degree in the subject matter the specialist is being asked to analyze or evaluate.

**Threatened
and
Endangered
Species
Habitats**

1. Threatened, endangered, or sensitive species habitats as designated under State and Federal Endangered Species Acts and identified on State Natural Heritage Program lists shall be protected from disturbance.

2. Where threatened or endangered plants or animals are found on a site proposed for development or a change in use, the applicant shall consult with the U.S. Fish and Wildlife Service before the proposed project is approved.

**Riparian Areas
and Wetlands**

1. Alteration or destruction of wetlands is prohibited.

2. A 200-foot buffer along each site of Class I, II, and III streams and wetlands will be protected from adverse effects of development activities. A 50-foot buffer will apply to Class IV streams.

3. Where a road or trail is required to support an allowable use, it should be designed to address riparian concerns including erosion, sediment control, fish movement, and wildlife. Structures such as bridges shall be designed so as not to impede the movement of wildlife.

4. Streambank and shoreline stability of riparian areas shall be maintained or restored by the applicant during project implementation.

5. Special aquatic habitats, including alcoves, secondary and overflow channels, and associated ponds and wetlands, shall be maintained or enhanced in both quality and extent by the applicant during project implementation.

Fish and Wildlife Habitat

1. Special habitat conditions for fish and wildlife including caves, cliffs, waterfalls, shallow water, talus slopes, meadows, oak woodlands, and others identified in Scenic Area inventories or through site analysis and evaluation shall be protected.

2. Raptor nesting areas shall be protected by avoiding habitat disturbance adjacent to nest sites and by restricting development activities during the nesting season.

3. Existing natural meadows and oak woodlands shall be maintained in areas where elk and deer winter range is identified.

Ecosystem Diversity

1. Hardwood communities, especially oak woodlands, should be maintained over time to contribute to habitat diversity. Removal of oak stands for conversion to commercial timber species or grasslands is prohibited.

2. Vegetation management activities shall not result in a permanent loss of any species native to a particular ecosystem.

Air Quality

1. There shall be no degradation of existing levels of visibility.

Water Quality

1. All developments shall be carried out so as to insure that water quality is in compliance with state requirements established in accordance with the Federal Clean Water Act, as amended, including implementation of Best Management Practices.

**Other Natural
Resource
Concerns**

1. Proposed vegetation management projects or programs for noxious weeds, scenic vistas, ground covers, competing vegetation, rights-of-way, or gravel and borrow pits, shall be designed to protect significant natural resources. Alternatives to herbicide use for vegetation management must be considered and evaluated prior to implementing projects.

CHAPTER 4:

Recreation Development

CHAPTER 4:

Recreation Development

Introduction

The Columbia River Gorge National Scenic Area Act encouraged a dynamic, cooperative process for recreation planning. Very specific direction was provided by this legislation for both the Forest Service and the Columbia River Gorge Commission. The composition of a recreation assessment was described as a shared responsibility. Under Section 8 of the Act the Forest Service is mandated to:

“ . . . complete an assessment of recreation resources in the special management areas and opportunities for enhancement of these resources. The recreation assessment shall:

1. Identify areas within the special management areas suitable for designation by the Commission pursuant to Section 6 of this Act for 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;
2. Identify areas within the special management areas suitable for other public use facilities, including but not limited to educational and interpretive facilities, campsites, picnic areas, boat launch facilities, and river access areas; and
3. Subject to the treaty or other rights of Indian tribes, identify areas within the special management areas suitable for use to increase access for recreation purposes to the Columbia River and its tributaries.”

The Recreation Assessment consists of the inventories and suitability analyses that are described in Chapter 2. The Recreation Intensity Zone map and accompanying guidelines in Chapter 3 describe the intensity of development and the regulation for type and design of recreation uses which are

allowed within each zone. The Recreation Intensity Zone map functions as a zoning map overlay with the Land Use Designations. There is a direct relationship between the Land Use Designation of Public Recreation and The Recreation Intensity Zone Map Zones 3 and 4. All Public Recreation designations are located in either a Zone 3 or 4 Recreation Intensity Zone. The intensity zones and development standards will be implemented through county zoning ordinances following adoption of the management plan.

The Recreation Development Plan described in this chapter outlines development proposals for public recreation facilities. This development plan builds upon the Recreation Assessment, using 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.

Management Framework

Section 16 of the Scenic Area Act authorizes 10 million dollars 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 both the Scenic Area Act and the Congressional Record. Section 7 of the Scenic Area Act reads:

“The Secretary 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 SMAs and GMAs. Once land use ordinances are adopted by the counties to implement the management plan, the Forest Service will use this authority to facilitate and coordinate development and operation of the public recreation sites and trails called for in the Recreation Development Plan. No change in management responsibilities for existing public recreation facilities is envisioned with this plan. It is anticipated that the Forest



Service will work in close partnership with State agencies, such as Oregon and Washington State Parks Departments, to develop these new facilities. As the recreation funds authorized in the Scenic Area Act are appropriated by Congress, the Forest Service will serve as the administering agency.

When the Columbia River Gorge Commission completes the Recreation Assessment and Recreation Development Plan for the General Management Areas, recreation sites and trails identified therein will be combined with those included here to form a complete Recreation Development Plan 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 Involvement Synopsis

Recreation planning included extensive public involvement as an integral part of the process. Public involvement began with a look at what is important or special to both residents and visitors to the Gorge. The many comments that were received, both from agency personnel and from individuals, primarily focused on the supply and demand for recreation.

The analysis process for recreation is described in detail in Chapter 2. This summary provides the basis for the Recreation Development Plan.

There were many questions on the supply of recreation opportunities. In the initial stages of the planning process, public and privately owned recreation facilities and lands were inventoried. The supply of recreation opportunities in the region was examined in several studies, including:

- The USFS Recreation Opportunity Spectrum Inventory
- The National Scenic Area Recreation Overview, Jones and Jones, Seattle, WA 1988.

The conclusions drawn from these studies affirm that the Columbia River Gorge is a premier recreation area and has outstanding opportunities for a wide spectrum of new recreation facilities. The Recreation Opportunity Spectrum map graphically displays the supply of existing outdoor recreation experiences. The Recreation Overview displays the supply of existing recreation sites and trails.

The progression of the planning process led from supply to demand. There were many questions concerning specific recreation demands, such as: What populations are currently being served? Could future demand be extrapolated from existing use? What are the preferences of the current users? These questions were addressed with the help of several timely studies, including:

- The National Scenic Area Demand Study, Envirosphere Company, Seattle, WA 1988.
- Tourism in the Columbia River Gorge, Washington Sea Grant, The University of Washington, Seattle, WA 1988.
- Columbia River Gorge Sailboard Economics, The University of Oregon, 1988.
- Economic Opportunities Study, The Columbia River Gorge National Scenic Area, Economics Research Associates, Los Angeles, CA 1988.

Based on the review and analysis of these studies and public involvement, the following development priorities were identified:

- Disperse recreation use throughout the National Scenic Area.
- Provide additional opportunities for sightseeing.
- Prioritize river shore areas for day use.
- Provide campgrounds in close proximity to popular day use sites.
- Provide additional opportunities for day hiking.
- Provide additional boat launches and associated facilities.
- Provide opportunities for dispersed recreation in less developed settings.

These initial development priorities were a preliminary effort in the important process of defining goals and policies for recreation development.

Goals and Policies

As previously described, legal mandates direct the recreation planning effort, while the public concerns and the professional studies further refined that direction. The identified priorities needed specific guidance to go from priority to action item. This plan provides that guidance beginning with the Goals and Policies specific to recreation development.

Goals and Policies for recreation development describe the emphasis that will be given to providing and enhancing recreational use of the Columbia River Gorge. The goals and policies give specific direction to the recreation development program in the Special Management Areas. The following goals and policies will direct all public recreation construction in the Special Management Areas.

Goal I: *Maximize opportunities for public use and access to the Columbia River.*

- Policies:**
1. Provide the highest level of access practicable to the Columbia River.
 2. The recreation program will provide a mixture of open, natural-appearing areas and more developed nodes, with the more intensive development focused primarily along the Columbia River and supported by services in the Urban Areas.

3. Water-oriented day use recreation access, such as additional boat and sailboard launches, is emphasized along the Columbia River. Conversion of agricultural and forest land to recreational development is permitted in areas along the river.
4. Ensure protection of the most popular areas by providing additional high quality opportunities to disperse use away from overused sites.
5. Additional overnight accommodations, including campgrounds and recreation vehicle parks, should be located in proximity to popular day-use attractions.
6. Exceptions to the Recreation Intensity Zone capacity standards may be allowed to achieve a recreation development exceeding Level IV. Such projects must be consistent with the Recreation Development Plan and designed with public participation.

Goal II:

Expand opportunities for scenic appreciation throughout the National Scenic Area.

Policies:

1. Provide a high level of visual access to the Columbia River and other scenic attractions.
2. The recreation program will provide a mixture of open, natural appearing areas and more developed areas.
3. The Historic Columbia River Highway, Washington State Route 14, Interstate 84, the Larch Mountain Road, and the Wyeth Bench Road will be designated Scenic Drives.
4. Emphasize recreation opportunities and activities that provide access to the visual resource; seek to instill appreciation of the scenic beauty that visitors will discover.
5. Provide new scenic viewpoints that showcase the grand panoramas of the National Scenic Area.
6. Areas of exceptional scenic beauty, outside the Scenic Drive Corridors, will be managed and developed as Special Scenic Features.

Goal III: *Develop a system of trails that provides a variety of choices for public enjoyment of the special environment of the National Scenic Area.*

- Policies:**
1. Design a trail system that provides access to designated Urban Areas to loop or destination trails within the Scenic Area.
 2. Support a loop trail through the Columbia River Gorge.
 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/historic trails.
 5. The highest priority for new trails is along the Columbia River shoreline.

Goal IV: *Provide facilities that increase public understanding and enjoyment of the scenic, natural, and cultural resources of the National Scenic Area.*

- Policies:**
1. All facilities, activities, and media of interpretive services shall be designed to be in character with the landscape setting.
 2. The Interpretive Center (which will be located in the GMA) will be the focus of interpretive activities in the Scenic Area. Gateway facilities and information stations will provide visitor orientation.
 3. Interpretive programs and services will be designed for the broadest range of visitors.
 4. The interpretive program at the Conference Center (which will be located in a designated Urban Area) should function as an interpretive extension of the Interpretive Center.

Goal V: *Maximize appreciation for the special qualities of the Historic Columbia River Highway.*

- Policies:**
1. Plan 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 Gorge which links local, state and federal recreation and historic sites.
3. Preserve and enhance the scenic qualities of the highway and its associated corridor.
4. The Waterfall Special Area of the Old Highway is recognized as a showcase recreational feature. Provide for the protection of its special recreational qualities by preventing overuse and resource degradation.

Goal VI:

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.

Policies:

1. Comprehensive recreation planning is required to foster a unified, regional approach and de-emphasize divisions by state, county or other jurisdictional boundaries. 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 the State Comprehensive Outdoor Recreation Plan, and recreation opportunities already present and available on other public and private land, with the aim of reducing duplication in meeting recreation demands.
3. Encourage cooperative planning and cost-share agreements to fund access development where proposed or designated in-lieu Indian fishing sites are near potential river recreation sites.

The Concept Plan

The extensive mapping and inventorying that defined and described a full range of potential opportunities provides the base for considering areas within the Special Management Areas for their unique recreation potential. The Concept

Plan provides a building block leading to site-specific recreation development decisions. It serves as an illustration, or graphic representation of the recreation plan goals and policies, giving them spatial reality on the ground.

Two components of the Recreation Assessment were used in the evaluation of potential sites and trails in building the Concept Plan. First, the Recreation Intensity Zones created the framework to work within. These zones prescribe specific limits to the intensity and area of recreation development as described in Chapter 3. The patterns created by this zoning map greatly influenced the Concept planning process.

Secondly, an in-depth inventory and analysis of potential recreation sites and trails was conducted. This analysis yielded over 80 potential recreation sites and over 300 miles of potential trails in the National Scenic Area, with the majority of these sites and trails being in the Special Management Areas.

The Concept Plan identifies recreation emphasis areas and defines the primary recreation activities and their intensity, to be focused in each area. The relationship between emphasis areas, the size and location of emphasis areas, and the overall pattern created by this mixture of emphasis areas, is the foundation of the Concept Plan.

The Concept Plan map located in the map envelope in the back of this document displays the emphasis areas indicating both the levels of use appropriate for a given area and the range of opportunities that can be provided there. It provides the basic framework where recreation sites will occur and what type of recreation sites they will be.

The emphasis areas included are:

GATEWAY-ENTRYWAY: Recreation opportunities will be emphasized to orient, inform and direct the visiting public toward outdoor recreation opportunities in the National Scenic Area. The size and type of recreation development may vary in this area but would be focused in a major facility to orient visitors.

COLUMBIA RIVER RECREATION CORRIDOR: Recreational use of the Columbia River is emphasized. Water sports, boating, and passive recreation are the primary recreation activity types.

Associated shoreline developments are usually small in scale and in less- developed settings.

SCENIC CORRIDOR: This area is made up of the scenic corridors of the primary travel routes, including the major highways and the Columbia River. Recreation will emphasize scenic appreciation such as overlook sites, interpretive sites, and trails. Complementary day-use recreation that is part of the scenic drive experience is also a priority.

SPECIAL SCENIC/HISTORICAL FEATURE: These areas include outstanding scenic and historic features and other scenic features that are removed from the scenic corridor area, such as the Red Bluffs, or features of particular historical interest, such as the Historic Columbia River Highway.

SCENIC BACKDROP: The primary focus of these areas is to provide a scenic backdrop. Recreation development, while not prohibited, is not emphasized in this area. Any development in this area would be of low intensity.

WATERFALL SPECIAL AREA: This area includes the major waterfall area along the Historic Columbia River Highway. The recreation emphasis is day use, self-discovery, interpretation, and, most importantly, scenic appreciation. The scale of recreation development varies widely.

UNDEVELOPED RECREATION: The emphasis in these areas is providing quality dispersed recreation, primarily in an undeveloped setting. Developed recreation sites may exist in this zone, but their primary purpose should be to complement undeveloped recreation in the area. An example of this would be a rustic campground and trailhead to serve an undeveloped area. The trailhead is necessary to access the undeveloped area; the campground to provide the needed overnight facility to serve visitors to the area.

DEVELOPED RECREATION: These areas provide developed recreation facilities that serve both the specific area as well as the general developed recreation needs of the entire Scenic Area. Most of these identified areas in the Concept Plan deal with river access. The scale of these developments can vary widely, from Level 2 to Level 4 Recreation Intensity Zones. Most of the large recreation developments will occur in these areas.

The mix of emphasis areas in the Concept Plan creates an overall design for public recreation in the National Scenic Area. This overall design can be best summarized in eight design concepts that relate directly to the emphasis areas described above.

1. A recreation entry is provided at both the east and west ends of the gorge.
2. The Columbia River is the primary focus of recreation.
3. The Columbia River and its main tributaries are scenic recreation corridors.
4. In several areas, scenic features offering dispersed recreation opportunities exist outside the river corridor.
5. Much of the land in the National Scenic Area serves as a scenic backdrop, and provides the landscape context for the overall aesthetic experience for Gorge visitors.
6. The waterfall area provides a unique recreation experience.
7. Trails are focused in areas that provide the best undeveloped recreation opportunities.
8. More intensive developed recreation is focused in limited areas within this recreation corridor.

The recreation emphasis areas, the Concept Plan map, and the eight design concepts provide the groundwork and basis for the final selection of proposed recreation sites and trails in the Recreation Development Plan.

Recreation Development Plan

This section describes recreation development opportunities. The Recreation Development Plan includes a wide range of recreation and interpretive facilities that are planned for implementation over the next five years.

The term “recreation development plan” is referenced in the Congressional Record for the Senate on 8 October 1986 when Oregon Senator Mark Hatfield stated, “Under the National Scenic Area Act, a cooperative management plan will be developed to include . . . a recreation development plan.”

Additional direction in the Congressional Record requires the management plan to prioritize construction of public recreation facilities. The Congressional Record goes on to include a joint statement from Oregon and Washington Senators Hatfield, Packwood, Adams, and Gorton which reads:

“The commission will complete an assessment of the recreational resources in the Scenic Area and the opportunities for enhancing and developing those resources. The recreation assessment should be used by both the Commission and the Forest Service to identify appropriate sites and facilities to encourage tourist visitation to the Gorge, and to take advantage of the abundant resources in the area. Included in the assessment will be an identification of the areas to construct recreational facilities. . . . The Forest Service is



required to complete a similar recreation assessment for the Special Management Areas.”

The Special Management Areas in the National Scenic Area were considered for their unique range of opportunities. Trail locations, campgrounds, river access sites, possible scenic viewpoints, and other developments were considered for siting within each emphasis area in the Concept Plan.

Public comments and agency recommendations strongly influenced the final selection of proposed recreation sites and trails. Comments were received from both the Key Community Contacts and the public at a series of Recreation Workshops. After an analysis of these comments, the National Scenic Area Planning Team developed the following criteria to serve as guidelines in selecting potential public recreation sites and trails.

1. Provide increased access to the Columbia River.
2. Provide multiple-use recreation activities.
3. Provide an acceptable degree of cost efficiency. This criterion was often described as “getting the biggest bang for the buck.”
4. Provide scenic appreciation opportunities.
5. Satisfy a demand or relative need.
6. Provide trailhead opportunities.
7. Provides interpretive opportunities.
8. Provide an environmental or scenic enhancement as well as a recreation development.

Applying these criteria to identified potential recreation opportunities in the Special Management Areas yielded a composite of proposed recreation sites and trails. The Recreation Development Plan map, on the next page, depicts the proposed development of river access points, trails, campgrounds, boating and interpretive sites, scenic viewpoints, and bicycle routes in the Special Management Areas. This map is the master plan for recreation development in the Special Management Areas and portrays

how individual recreation sites and trails work together to form a comprehensive design.

The map depicts seven categories of recreation facilities:

- Special Features
- Boating Emphasis Areas
- Campgrounds
- River Access
- Scenic Emphasis Areas
- Major Trailheads
- Trails

Individual Site Development Proposals

This section describes individual site development proposals, including the type of recreation development, its size or scale, potential problems or resource constraints, and the cost of development for each proposed site. The Recreation Development Plan serves as the vehicle to support requests for appropriations from the \$10 million authorized for recreation facilities in the National Scenic Area Act.

A summary of development costs for all the individual recreation sites and trails proposed in the Special Management Area is included. The total cost of these improvements is well beyond the \$10 million authorized for recreation facilities in the Scenic Area Act. These cost estimates reflect the total cost, including Federal, State and other agencies share, of all proposed recreation improvements. Through partnerships with State agencies, other Federal agencies, County governments and private organizations, the funds authorized in the Scenic Area Act are intended to be multiplied to develop the public recreation facilities included in the Recreation Development Plan.

After this Management Plan is adopted, specific site analyses including detailed inventories of natural, cultural, and scenic resources will be conducted for each proposed recreation development. A site feasibility study and environmental assessment will be completed prior to undertaking a detailed design plan.

Columbia River Gorge National Scenic Area

RECREATION DEVELOPMENT PLAN MAP



- A** - SPECIAL FEATURE
 - B** - BOATING EMPHASIS
 - C** - CAMPGROUND
 - R** - RIVER ACCESS EMPHASIS
 - S** - SCENIC VIEWPOINT
 - T** - TRAILHEAD
- URBAN AREAS
 - URBAN BOUNDARIES
 - SMA/GMA BOUNDARIES

- EXISTING TRAILS
- POTENTIAL TRAILS (WITH TRAIL CODES)

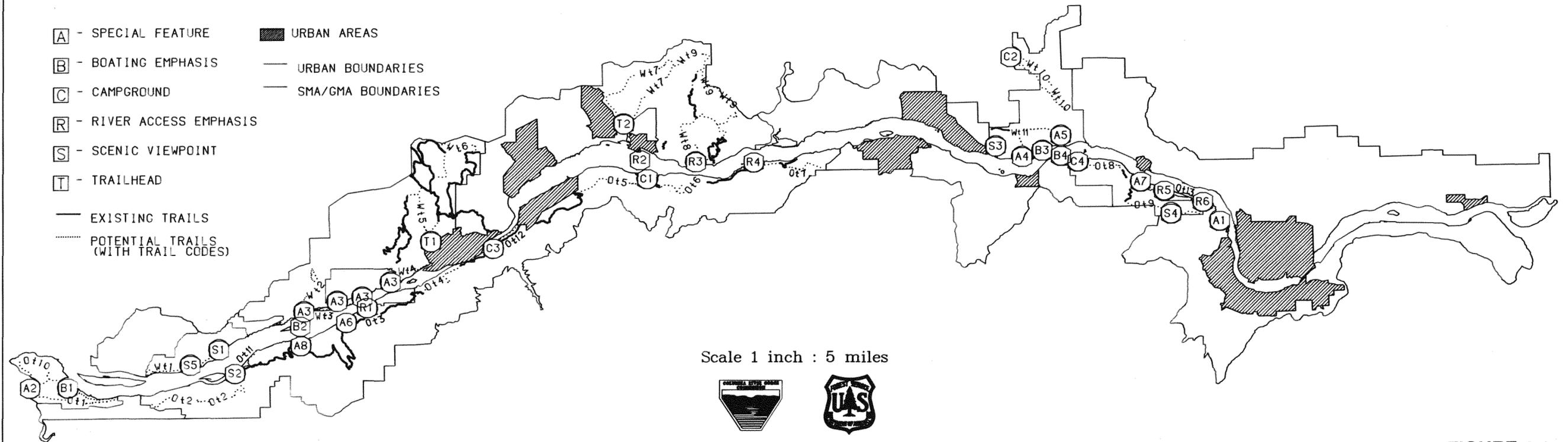


FIGURE 4:1

Columbia River Gorge NSA Interpretive Center

Map Symbol A1

SITE DESCRIPTION: The Interpretive Center will be constructed on a bluff overlooking the Columbia River at Crate's Point, west of The Dalles. Although the site will be highly modified, the interpretive center facility, site design, and interpretive messages will model the values and goals of the Scenic Area.

DEVELOPMENT PROPOSAL: This year round facility will coordinate interpretive activities throughout the Scenic Area. It will strive to enhance visitors' experiences of the Gorge by orienting them to landmarks, attractions, and activities available in the Scenic Area. It will also interpret the resources of the Gorge and offer an environmental education curriculum. High visitation is anticipated. The facility will be designed for the comfort and convenience of visitors.

DEVELOPMENT SCENARIO: CRGNSA Commissioners selected the site for the Interpretive Center. Forest Service personnel will direct design, construction, and operation of the Center. Partnerships will play an important role in this process. The cost of the Center will be approximately \$10,000,000.

Western Gateway

Map Symbol A2

SITE DESCRIPTION: The site is part of the Reynolds Composite, which includes both the Lewis and Clark Marine Park and the Sandy River Delta Trail. The site also borders the recreational corridor of the Sandy River. The proposed site includes land both north and south of I-84. Cultural resources and wildlife habitat and management are major concerns. The site is zoned Recreation Intensity Zone 4.

DEVELOPMENT PROPOSAL: The site will serve as the orientation and information focus for the western Oregon Gorge. Facilities for picnicking, hiking, fishing access, boating and interpretation will be built. The approximate design capacity is 350 persons at one time (PAOT). 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.

DEVELOPMENT SCENARIO: The site is currently privately owned. Partnerships may be undertaken with Oregon State Parks, Oregon Department of Transportation, and Multnomah

County. The total estimated cost of development, excluding land acquisition costs, is \$800,000.

Skamania Composite

Map Symbol A3

SITE DESCRIPTION: The Skamania Composite consists of three potential developed sites and a newly created wildlife refuge. The potential recreation sites include the St. Cloud property and Yung Property, both now National Forest System Lands, and the Doetsch Ranch, owned by Washington State Parks. Outstanding opportunities exist for riverfront recreation in a grand natural setting. This area is the primary developed recreation opportunity on the Washington side in the Special Management Areas. Most of the developable lands in this composite are zoned Intensity Zone 4.

Cultural Resources and wildlife concerns are significant in this area. Some of the site is wetland and is unsuitable and undesirable for development. Other problems include access across the railroad tracks.

DEVELOPMENT PROPOSAL: This proposal involves a composite of several potential large recreation sites, totaling perhaps 1500 PAOT. Development could provide river access, day use, camping, hiking, interpretation, hiking, picnicking, and scenic appreciation. The recreation development level would vary among the potential sites, with an emphasis placed on a higher degree of development.

DEVELOPMENT SCENARIO: All lands are publicly owned, with the majority part National Forest or owned by Washington State Parks or U.S. Fish and Wildlife. An outstanding opportunity exists in this composite plan to work with Washington State Parks in both a planning partnership and a developmental partnership. Partnerships may also involve The Interagency Committee for Outdoor Recreation, U.S. Fish and Wildlife, and the Army Corps of Engineers.

The total estimated cost of development is \$3,900,000.

Labyrinth Complex

Map Symbol A4

SITE DESCRIPTION: The proposed site is located on Locke Lake, east of Bingen. The site is small in 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.

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 will 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. On site regimentation and controls will be noticeable but will harmonize with the natural environment. Facilities will be rustic with some comforts for the user. Visual impacts will be subordinate to the site. Site hardening will be limited in scale.

DEVELOPMENT SCENARIO: The land is privately owned or under Washington Department of Transportation ownership. The cost of rehabilitating the roadbed and creating barrier free trail and water access are good cost sharing opportunities. Partnerships could be formed with the Washington State Department of Transportation and Klickitat County. The estimated cost of development, excluding land acquisition, is \$175,000.

Bob Starke Memorial Trail

Map Symbol A5

SITE DESCRIPTION: 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 Zone is Zone 2.

DEVELOPMENT PROPOSAL: The outstanding geology and botanical resources of lower Catherine Creek offer a great opportunity for a challenging, barrier free interpretive trail capable of handling 50 people at one time. 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.

DEVELOPMENT SCENARIO: The land is currently National Forest System land. Cost sharing could be done on the interpretive trail and displays. Partnerships could be formed with the

Washington Natural Heritage Program and various botanical organizations. The total estimated cost of development is \$140,000.

Horsetail Wetlands

Map Symbol A6

SITE DESCRIPTION: The wetland north of Oneonta Gorge represents a unique opportunity for easy day-hiking and nature study. An old growth marsh forest is the prime feature for interpretation. Wildlife habitat is a prime concern in any development of this area. The Recreation Intensity Zone is Zone 2.

DEVELOPMENT PROPOSAL: A boardwalk interpretive trail will 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. The site will be fully accessible to the physically handicapped. 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.

DEVELOPMENT SCENARIO: The trail grade would be sufficiently flat to provide easy hiking opportunities to a wide variety of users, including the physically handicapped. The boardwalk would be a good cost sharing proposal, both for materials and for labor. Possible partners include Friends of the Columbia Gorge and other local environmental groups. The estimated cost of development, excluding land acquisition, is \$160,000.

Mayer Park West

Map Symbol A7

SITE DESCRIPTION: Mayer Park is one of the primary riverfront recreation areas in the NSA. 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 Zone is Level 4.

DEVELOPMENT PROPOSAL: Facilities will be constructed for boating, launching and moorage, as well as for picnicking, interpretation, general day use, and scenic appreciation. The facilities will accommodate 350 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.

DEVELOPMENT SCENARIO: The land is NFS land or is owned by Oregon State Parks. The boat moorage and required dredging are eligible for cost sharing with the Oregon Marine Board. Partnerships are possible with both these agencies. The total estimated cost of development is \$600,000.

Multnomah Falls

Map Symbol A8

SITE DESCRIPTION: 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 I-84, the railroad, and the local topography. The RIZ is Zone 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 reconstruction of the Multnomah Falls site. Parking, traffic and visitor circulation will all be elements of this design effort. The site will be designed for use by a large numbers 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. The trails will be surfaced. Interpretive services will be formal.

DEVELOPMENT SCENARIO: The land is currently managed by the National Forest System and the Oregon Department of Transportation. Partners in this expansion could be various agencies and groups such as the Oregon Department of Transportation and the Friends of Multnomah Falls. There

is a proposed site plan that has detailed information on this project. The total estimated cost of development is \$2,054,000.

Intrepretive Sites within SMAs

SITE DESCRIPTION: Sites have been identified within the Interpretive Recommendations document for development of interpretive opportunities. Their purpose is to interpret the resources of the Scenic Area to provide for increased visitor satisfaction and assist in protection or enhancement of resources.

Most of the sites within the Special Management Areas are located at existing or proposed recreation areas including: The Western Gateway; Women's Forum State Park; Crown Point; Bridal Veil; Latourell Falls; Wahkeena Falls; Multnomah Falls; Larch Mountain; Oneonta Gorge; Horsetail Wetlands; Horsetail Falls; Ainsworth; Eagle Creek; Memaloose Rest Area; Mayer State Park; Catherine Creek; Labyrinth Complex; Dog Mountain; Beacon Rock; Cape Horn; Burdoin Mountain; and the Lewis and Clark Scenic Waterway.

DEVELOPMENT PROPOSAL: The sites have a great deal of individual variability, but are generally easily accessible, have high visitor counts, and provide excellent illustrations of Gorge resources. Few resource concerns are anticipated in development of interpretive recommendations because most of the sites already exist: space requirements are small, and little construction is suggested.

Interpretive development of specific sites is outlined in the Interpretive Recommendations document and may range from interpretive signs or brochures, to an amphitheater, boardwalk, or wildlife viewing blind.

An Information Board inventory and a plan for revising trailhead information signs will be completed by the Forest Service working in partnership with land management agencies.

DEVELOPMENT SCENARIO: The land is generally in some form of public ownership. To accomplish interpretive goals,

partnerships could be formed with public agencies or special interest groups. Interpretive sites associated with proposed recreation development would be included with that development process.

The total estimated cost of interpretive development at 24 SMA sites is \$200,000. Cost for the information board inventory, including planning and installation, is estimated at \$200,000.

Lewis and Clark Marine Park

Map Symbol B1

SITE DESCRIPTION: Protected water, a sandy beach level, ground, and a magnificent setting combine to produce a high value recreation opportunity. No automobile access is available. Multnomah County operates a boat moorage and courtesy dock in the protected water area of this site. Potential conflicts with wildlife habitat and wildlife management require a thorough investigation. The RIZ is Zone 3.

DEVELOPMENT PROPOSAL: The site will be developed for boat-in-only access (no automobile access). Facilities will exist for both day use and overnight camping, with a design capacity of 75 people at one time. Social encounters will be low to moderate, and information facilities will be simple. There will be comforts for the user. The design will be contemporary or rustic. Visual impacts of development will be subordinate to the site. Site hardening will be limited in scale.

DEVELOPMENT SCENARIO: The site is currently in private ownership. Since this site is a boating facility, the entire development is eligible for Oregon State Marine Board cost sharing programs. Other possible partners would be Oregon State Parks and Multnomah County. The total estimated cost of development is \$270,000, excluding land acquisition costs.

Skamania Island Anchorage

Map Symbol B2

SITE DESCRIPTION: The island rests in a spectacular natural setting in the center of the Gorge. Seasonal high water and intermittent flooding will require careful design and

placement of any facilities. Wildlife is a known concern, as on all Columbia River islands. The RIZ is Zone 2.

DEVELOPMENT PROPOSAL: Proposed facilities are boat moorage and dispersed campsites. Scenic appreciation and nature discovery are additional opportunities. The area will be managed to maintain the sights and sounds of human activity at a distance. Social encounters will be low to very low. On-site controls are subtle and limited. Information facilities will be very limited; facilities will be rustic and rudimentary, and primarily for site protection with no evidence of synthetic materials. There will be no site hardening. Maintaining a high degree of naturalness is the development goal.

DEVELOPMENT SCENARIO: The land is NFS land. Through Skamania County sponsorship, this project should be eligible for Initiative 215 boating funds from the State of Washington. Partnership potential also exists with the Washington Interagency Committee on Outdoor Recreation and Skamania County. The total estimated cost of development is \$120,000.

Labyrinth Anchorage

Map Symbol B3

SITE DESCRIPTION: This small cove is protected from west winds. Wildlife habitat is a potential concern at this site. The site is accessible from the water only. The RIZ is Zone 2.

DEVELOPMENT PROPOSAL: Overnight and day use boat moorage will be the primary uses. There is some limited opportunity for shoreline dispersed camping. The site is small, with a maximum PAOT of 20. Social encounters will be low, and information facilities simple. On site controls will be limited and facilities rustic. Visual impacts will be subordinate to the site, and site hardening will be very limited in scale.

DEVELOPMENT SCENARIO: Moorage will be developed in the state owned river channel. Through Klickitat County sponsorship, this project should be eligible for Initiative 215 boating funds from the State of Washington. Another potential partner is the Washington Interagency Committee on Outdoor Recreation. Development costs, excluding land acquisition, are estimated at \$70,000.

Wilson Beach Marine Park

Map Symbol B4

SITE DESCRIPTION: The site is within walking distance to Memaloose State Park Campground. There is an exceptional sandy beach, with a flat area suitable for day use or camping. An additional feature of this site is the lack of freeway noise. This is one of the very few river sites that is removed from the freeway. Cultural resources, wildlife, and fisheries will all need to be thoroughly assessed at this site. The RIZ is Zone 3.

DEVELOPMENT PROPOSAL: Boat moorage for both power and sail boats will be developed, plus swimming and overnight camping facilities. Needed improvements include a breakwater, a pedestrian railroad crossing and some trail work to open an old railroad tunnel. The site will have boat access but no automobile access. The sights and sounds of large developments, such as the freeway, are distant. Social encounters will be moderate; information facilities simple; on site controls will be noticeable, but will harmonize with the natural environment. Facilities will be rustic with some comforts for the user. Visual impacts will be subordinate, and site hardening will be limited in scale.

DEVELOPMENT SCENARIO: The land is privately owned. Since this site is designed for boaters, the Oregon Marine Board could share in the total cost of development. Oregon State Parks could share in the cost of the waterfront trail and railroad crossing that would link this site to Memaloose State Park. The total estimated cost of development is \$200,000, excluding land acquisition.

Wyeth Campground Expansion

Map Symbol C1

SITE DESCRIPTION: 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 RIZ is Zone 4.

DEVELOPMENT PROPOSAL: The expansion of this site is directly 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 physical 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 or 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.

DEVELOPMENT SCENARIO: A portion of the site is currently National Forest. The remainder is privately owned. Partnership potential and cost sharing proposals are limited. The estimated cost, not including land acquisition, is \$1,475,000.

Summerhill Campground

Map Symbol C2

SITE DESCRIPTION: 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. No environmental or cultural concerns are known of at this site. The RIZ is Zone 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 will be provided for automobile and tent camping, trailhead parking, horse use, picnicking, hiking, and scenic appreciation.

DEVELOPMENT SCENARIO: NFS acquisition negotiations have begun. Partnership proposals are limited. The total estimated cost of development, excluding land acquisition, is \$280,000.

Eagle Creek Historic Recreation District

Map Symbol C3

SITE DESCRIPTION: Eagle Creek is the oldest campground in the National Forest System and serves as a major interpretive site. As part of a larger Historic District, Eagle Creek is a primary Forest Service visitor contact point. 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 RIZ is Zone 4.

DEVELOPMENT PROPOSAL: Reconstruct the campground to handle 530 people. Allow full service automobile, RV, and tent camping, as well as picnicking, hiking, scenic appreciation, and interpretation. The site is fully accessible from I-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.

DEVELOPMENT SCENARIO: The land is NFS. The rehabilitation of historic buildings would be a good fund raising opportunity. Interpretive and information facilities would be additional cost sharing opportunities. Possible partners are the Oregon Department of Transportation, Historic Columbia River Highway group, various historical societies, Friends of the Columbia Gorge, and Oregon Historical Society. The total estimated cost of development is \$963,000.

Memaloose Campground Expansion

Map Symbol C4

SITE DESCRIPTION: 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 cut off from the Columbia River by railroad tracks. There is a known concern for cultural resources in this area. The RIZ is Zone 4.

DEVELOPMENT PROPOSAL: The land is owned by Oregon State Parks. There are limited areas in the central gorge for tent camping. 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.

DEVELOPMENT SCENARIO: Oregon State Parks is the logical partner in this development. The total estimated cost is \$230,000.

Ainsworth Waterfront

Map Symbol R1

SITE DESCRIPTION: The site is on the shore of the Columbia River directly north of the Ainsworth interchange. Part of the site is grass and part in riparian forest. The water is swift in this area below Bonneville Dam, and the shoreline

has limitations for development. Because of the existing wetland habitat, wildlife and fisheries are primary concerns. A detailed cultural resource assessment is required. The RIZ is Zone 4.

DEVELOPMENT PROPOSAL: Create a facility capable of handling 300 people at one time which offers picnicking, fishing, boating, day use, scenic appreciation, and interpretation. Special safeguards may be needed for public safety during high water times of the year. The site will be designed for use by a moderate or large 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.

DEVELOPMENT SCENARIO: The land is primarily privately owned. The boating facilities are eligible for cost sharing with the Oregon Marine Board. Other potential partners are Oregon State Parks and the Oregon Department of Transportation. The total estimated cost of development, excluding land acquisition, is \$850,000.

Wyeth Waterfront

Map Symbol R2

SITE DESCRIPTION: Located in the heart of the gorge, this site is quite possibly the best natural site for a major river recreation site 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 rock 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.

DEVELOPMENT PROPOSAL: A large day use facility capable of handling 1000 people at one time is proposed. Facilities will be provided for windsurfing, boat launching, swimming, 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.

DEVELOPMENT SCENARIO: The land is privately owned. The opportunity exists on this large site for a potential Indian fishing site. The Army Corps of Engineers could share the cost with the Forest Service to develop access and to provide the railroad crossing and any riverfront development necessary. The Oregon Marine Board could help finance the public boating facility. The total estimated cost of development is \$2,700,000, not including the cost of land acquisition.

Collins Creek–Grant Lake

Map Symbol R3

SITE DESCRIPTION: The site is adjacent to a proposed private recreation development featuring recreational vehicle camping. The site is currently used for private recreation. The shoreline area is quite scenic, with expansive views. Grant Lake offers an alternative water recreation experience. The site area is subject to periodic, small scale ground movements. Cultural resources, wildlife, and fisheries will need to be thoroughly assessed. The RIZ is mixed Zones 3 and 4.

DEVELOPMENT PROPOSAL: Develop day use sites, both on the river and on Grant Lake, in a less developed setting. Facilities will be constructed for picnicking, boat launching, fishing access, and interpretation. 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.

DEVELOPMENT SCENARIO: The land on the Columbia River shore is privately owned. Grant Lake is National Forest System land. The boating facilities and the physically challenged fishing area could be cost share items. A potential partner is the Washington Interagency Committee for Outdoor Recreation. Another potential partner is Oak Acres Campground, the proposed private facility. The total estimated cost of development, apart from land acquisition, is \$400,000.

Viento Waterfront

Map Symbol R4

SITE DESCRIPTION: The site is located in prime west-wind windsurfing conditions. A full freeway intersection provides direct access. The site is across the Union Pacific Railroad track from the Viento State Park Campground and picnic area. Cultural resources are a primary concern. Wildlife, fisheries, and botanical resources must also be considered. An in-depth resource survey will be required. The RIZ is Zone 4.

DEVELOPMENT PROPOSAL: Facilities will be constructed for windsurfing, boat launching, parking, swimming, picnicking, and interpretation. 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. All facilities must be harmonious or complementary to the site.

DEVELOPMENT SCENARIO: The land is privately owned. The Oregon Marine Board could assist with the boat ramp and



other boating facilities. Oregon State Parks could be a full partner in the development of this site. The total cost of development, excluding land acquisition costs, is estimated to be \$2,200,000.

Rowena East

Map Symbol R5

SITE DESCRIPTION: This site includes the newly opened windsurfing facility operated by Oregon State Parks, as well as undeveloped park land south of the railroad tracks. This beautiful river access area has full freeway access and is located in the heart of the west wind windsurfing corridor. Cultural resources are a known major concern. 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 RIZ is a combination of Zones 2 and 4.

DEVELOPMENT PROPOSAL: Develop facilities for windsurfing, picnicking, camping, day use, interpretation, and scenic appreciation. The site will be large enough to accommodate 750 people at one time. The site will be designed for use by a moderate to 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.

DEVELOPMENT SCENARIO: The land is owned by Oregon State Parks. Cost sharing with Oregon State Parks would be possible for all improvements. The total estimated cost of development is \$1,500,000.

Squally Point

Map Symbol R6

SITE DESCRIPTION: Located in the area of highest west wind and waves, this site has the longest stretch of undeveloped beach in the National Scenic Area. There is no vehicular access, either across the railroad or both lanes of the freeway. An in-depth multiresource investigation needs to be made. Cultural resources are a particular concern. The RIZ is Zone 4.

DEVELOPMENT PROPOSAL: A large day use facility will be developed, with facilities for windsurfing, swimming,

boating, picnicking, hiking, and interpretation. The facility will be able to serve 1000 people at one time. Parking will be developed south of the freeway, near Tule Lake. Two tunnels will be constructed under the freeway and railroad tracks to access the beach area. The site will 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.

DEVELOPMENT SCENARIO: The beach area is owned by Oregon State Parks. Additional land south of the freeway is privately owned, with a portion being NFS land. Partnerships for development are probable with Oregon State Parks and the Oregon Marine Board. The total estimated cost of development is \$2,800,000, excluding land acquisition and the cost of the access tunnels.

Cape Horn

Map Symbol S1

SITE DESCRIPTION: The site terminates in a sheer cliff. This is perhaps the most dramatic view in the NSA that is accessible by automobile and not yet developed, with a vista that goes from Rooster Rock to Beacon Rock. Botanical concerns are important at this site. The RIZ is Level 3.

DEVELOPMENT PROPOSAL: Create a major viewpoint for scenic appreciation and interpretation. Special design precautions will need to be taken due to the presence of the cliff. The site will be able to handle 100 people at one time. Social encounters will be low to moderate, and information facilities will be simple. Facilities will be designed equally for site protection and user comfort. The design will be contemporary or rustic. Controls will be noticeable but will harmonize with the environment. The main demand-related issue is whether or not the site can be designed to limit use to levels consistent with a roaded natural recreation opportunity and to limit impacts to sensitive resources.

DEVELOPMENT SCENARIO: The site is privately owned. Washington Department of Transportation is a logical partner for development of parking and highway access. Vegetation management is especially important on this site, from both scenic and natural resource reasons.

Bridal Veil

Map Symbol S2

SITE DESCRIPTION: This site offers access to Bridal Veil Falls, a waterfall of outstanding scenic value, as well as access to an proposed scenic trail. Cultural resources is a primary resource concern. The site could serve the communities of Corbett and Bridal Veil as a site for community activities. The RIZ is Zone 4.

DEVELOPMENT PROPOSAL: Facilities will be constructed for scenic appreciation, picnicking, interpretation, community activities, for day use recreation. The site will be able to accommodate 175 people at one time.

DEVELOPMENT SCENARIO: The land is privately owned. Community park facilities could be a cost share item with Multnomah County. A linkage trail could be cost shared with Oregon State Parks. The total cost of development is estimated to be \$220,000, excluding land acquisition.

Burdoin Vistas

Map Symbol S3

SITE DESCRIPTION: 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 RIZ is Zone 2.

DEVELOPMENT PROPOSAL: Facilities will be developed for picnicking, scenic appreciation, and interpretation. The sites will be able to handle 35 people at one time each. The sites will be fully accessible. Social encounters will be low. Information facilities will be simple, and on-site controls will be limited. Facilities will be rustic and visual impacts will subordinate to the site. Site hardening will be limited in scale.

DEVELOPMENT SCENARIO: The land is currently NFS. Since this site is not accessible by county road, it is potentially eligible for funding assistance through the Washington State Non-Highway and Off-Road Vehicle Activities (NOVA) program. A potential partner is the Washington Interagency Committee for Outdoor Recreation. The estimated cost of development is \$80,000.

Ortley Overlook

Map Symbol S4

SITE DESCRIPTION: This site offers a superb view of Rowena Plateau and of The Dalles. At 2000 feet 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 RIZ is Zone 2.

DEVELOPMENT PROPOSAL: Facilities will be constructed for scenic appreciation 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.

DEVELOPMENT SCENARIO: The land was donated to the Forest Service by Wasco County. The existing road right-of-way runs mostly through county lands. The Wasco County Road Department could cost share trail engineering and development. The total estimated cost of development is \$60,000.

Oregon View

Map Symbol S5

SITE DESCRIPTION: The site offers an excellent opportunity for picnicking and day use, with an outstanding view of the Oregon side of the Gorge. Visual concerns must be considered as the site is very visible. The view from Crown Point is the primary concern. The RIZ is Zone 2.

DEVELOPMENT PROPOSAL: Facilities for picnicking, scenic appreciation, general day use, 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.

DEVELOPMENT SCENARIO: The land is currently in private ownership. The potential for cost sharing and other

partnership is limited. The total estimated cost of development is \$280,000, excluding land acquisition.

Hamilton Creek Trailhead

Map Symbol T1

SITE DESCRIPTION: 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 RIZ is Zone 3.

DEVELOPMENT PROPOSAL: Facilities for hiking, picnicking, and scenic appreciation will be developed. The seasonal flooding must be considered in design work. The capacity will be 110 PAOT. 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.

DEVELOPMENT SCENARIO: The land is currently in private ownership, but is expected to be exchanged under the timberlands exchange program. This site is eligible for funding through the Nonhighway Road portion of the Washington NOVA fund. A potential partner is the Washington Interagency Committee on Outdoor Recreation. The total cost of development is estimated to be \$225,000, excluding land acquisition.

Wind River Trailhead

Map Symbol T2

SITE DESCRIPTION: The area is small in size and at risk of seasonal flooding. Cultural resources and wildlife are known concerns. The RIZ is Zone 2.

DEVELOPMENT PROPOSAL: Facilities for hiking, picnicking, and scenic appreciation will be developed. The capacity will be 75 PAOT. 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.

DEVELOPMENT SCENARIO: The area is currently in private ownership. Partnership potential is limited, but interpretation could be a small cost share item. The cost of

development is estimated at \$150,000, excluding land acquisition.

Individual Trail Development Descriptions

Trail from Lewis and Clark State Park to Corbett Station

Map Symbol
Ot1

TRAIL DESCRIPTION: This trail would provide a direct 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 RIZ is mostly Zone 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. Some sections of the trail traverse steep blufflands and will require sophisticated design and construction.

DEVELOPMENT SCENARIO: The land is primarily in private ownership. All construction costs could be cost shared. Oregon State Parks is a potential partner. The total estimated cost of development, excluding land acquisition, is \$125,000.

Trail from Chanticleer to Latourell

Map Symbol
Ot2

TRAIL DESCRIPTION: This trail would provide a fine day-hiking opportunity that would link Crown Point and Shepperd's Dell State Parks via the scenic beauty of Bridal Veil Creek and Falls and Latourell Falls. 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 RIZ is primarily Zone 1.

DEVELOPMENT PROPOSAL: Six miles of new trail are proposed to provide opportunities for hiking and scenic appreciation. A

trail bridge will be required at Bridal Veil Creek. The proposed trail would cross private land in several areas.

DEVELOPMENT SCENARIO: The land is primarily in either private or State Park ownership. Since the trail is close to the Portland Urban Area, it would be a good volunteer construction and maintenance project. Potential partners include Oregon State Parks, Friends of the Columbia Gorge, and the Chinook Trail Association. The total estimated cost of development is \$185,000, excluding land acquisition.

Trail from Ainsworth State Park to Dodson

**Map Symbol
Ot3**

TRAIL DESCRIPTION: This segment of Trail 400 would link Ainsworth State Park and the proposed Ainsworth River Access Site. The trail would be less difficult, with gentle grades. There are existing trailheads at Bonneville School and at Elowah Falls. The RIZs are primarily Zones 1 and 2.

DEVELOPMENT PROPOSAL: Two miles of new trail are proposed to provide hiking opportunities.

DEVELOPMENT SCENARIO: The land is primarily National Forest and Oregon State Parks land. The specific route may require limited Forest Service right-of-way acquisition. Oregon State Parks is a potential partner. The project would be a good candidate for cost sharing. The total estimated cost of development is \$40,000, not including land acquisition.

Trail from Elowah Falls to Tanner Creek

**Map Symbol
Ot4**

TRAIL DESCRIPTION: 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 RIZ is primarily Zone 1.

DEVELOPMENT PROPOSAL: Four miles of new trail are proposed to provide hiking opportunities. Bridges will need to be constructed at McCord and Moffet Creeks.

DEVELOPMENT SCENARIO: The land is National Forest or Oregon State Parks land. Approximately one mile of the proposed trail lies within John Yeon State Park, and Oregon State Parks is a logical partner for development of this hiking trail.

Trail from Herman Creek to Wyeth

Map Symbol Ot5

TRAIL DESCRIPTION: This segment of Trail 400 would link the Cascade Locks Urban Area to the proposed major river access site at Wyeth Waterfront. The trail will be less difficult, with most sections of trail at an intermediate grade. The RIZ is primarily Zone 1.

DEVELOPMENT PROPOSAL: Four miles of new trail are proposed to provide opportunities for multipurpose recreation.

DEVELOPMENT SCENARIO: The land is in the National Forest. Since little specialized construction appears to be required in this trail segment, volunteer crew construction may be viable. The Chinook Trail Association is a possible partner. The estimated cost of development is \$90,000.

Trail from Wyeth to Starvation Creek

Map Symbol Ot6

TRAIL DESCRIPTION: This dramatic segment of Trail 400 would ascend to the summit of Shellrock Mountain for an outstanding view of the central 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 RIZ is primarily Zone 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.

DEVELOPMENT SCENARIO: The land is currently National Forest or Oregon State Parks land. The self discovery interpretive trail would be a strong cost sharing opportunity. Possible partners are Oregon State Parks and the Chinook Trail Association. The estimated cost of development is \$230,000.

Trail from Viento to Mitchell Point

Map Symbol
Ot7

TRAIL DESCRIPTION: This segment of Trail 400 would link the Hood River Urban Area to the major 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 RIZ is primarily Zone 1.

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 will be built at the top of Mitchell Point.

DEVELOPMENT SCENARIO: The land is currently National Forest or Oregon State Parks land. The proposed scenic viewpoint at the top of Mitchell Point would be a good cost sharing item. Possible partners are Oregon State Parks, Chinook Trail Association, and Hood River County. The total estimated cost of development is \$150,000.

Trail from Memaloose to Rowena Plateau

Map Symbol
Ot8

TRAIL DESCRIPTION: 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 RIZ is a combination of Zones 1 and 2.

DEVELOPMENT PROPOSAL: Three miles of new trail will be constructed to provide for hiking, interpretation, and scenic appreciation. A minimal structure will be built to allow seasonal passage over Rowena Creek. There is limited parking already available at each end of this proposed trail.

DEVELOPMENT SCENARIO: The land is partially in private ownership. This project is readily accessible and would be a good project for a total volunteer effort. The estimated cost of development is \$80,000, not including land acquisition.

Trail from Mayer Park to Squally Point

Map Symbol
Ot9

TRAIL DESCRIPTION: This trail would provide expansive views of the eastern Gorge, Mt. Adams, and Mt. Hood. Portions of the trail would be steep. Private land concerns are very important in this area. The RIZ is primarily Zone 1.

DEVELOPMENT PROPOSAL: Five miles of new trail will be constructed to provide multipurpose recreation opportunities as well as scenic appreciation. Parking areas will be constructed at Mayer State Park and at Tule Lake. There is a short segment of existing logging road that can be incorporated into the trail design.

DEVELOPMENT SCENARIO: The land is currently in private ownership. The two parking areas would be good cost sharing projects. Potential partners are Oregon State Parks and Wasco County. The estimated cost of development, not including land acquisition, is \$175,000.

Trail, Sandy River Delta

Map Symbol
Ot10

TRAIL DESCRIPTION: This trail would provide an easy ramble through a pastoral 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 RIZ is primarily Zone 1.

DEVELOPMENT PROPOSAL: The system would incorporate hiking trails with opportunities for scenic appreciation with interpretation facilities. Four miles of new trail would be built.

DEVELOPMENT SCENARIO: The Reynolds property is privately owned. This trail construction would be quite simple and would be an excellent all volunteer project. Potential partners are Oregon State Parks, Multnomah County, and the Audubon Society. The estimated cost of development is \$120,000, excluding land acquisition.

Trail from Rooster Rock State Park to Dalton Point

Map Symbol
Ot11

TRAIL DESCRIPTION: 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 I-84. Wildlife habitat and wetlands are concerns. The RIZ is Zone 1.

DEVELOPMENT PROPOSAL: This trail would provide three miles of riverfront walking and mountain biking along a scenic section of shoreline of the Columbia River. The trail will be a multipurpose trail allowing scenic appreciation. Gabion or other rock work may be required.

DEVELOPMENT SCENARIO: The land is owned by Oregon State Parks or Oregon State Department of Transportation. A partnership may be undertaken with Oregon State Parks. Portions of the trail construction would be good volunteer projects. The total cost of development is estimated to be \$90,000.

Trail from Eagle Creek to Bridge of the Gods

Map Symbol
Ot12

TRAIL DESCRIPTION: This trail would parallel the Columbia River Shoreline linking the Urban Area of Cascade Locks 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 RIZ is Zone 2.

DEVELOPMENT PROPOSAL: Approximately one and one-half 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 are existing trailhead facilities at both Eagle Creek and Bridge of the Gods.

DEVELOPMENT SCENARIO: The land is primarily privately owned. A right-of-way would need to be acquired from the railroad. The small portion of the trail that is located within the Cascade Locks Urban Area would be a good volunteer project that could be coordinated by the city. Another potential partner would be the U.S. Army Corps of Engineers. The

estimated cost of development is \$50,000, excluding acquisition costs.

Mayer Park Riverfront Trail

**Map Symbol
Ot13**

TRAIL DESCRIPTION: This trail would link the three major river recreation sites—Mayer Park West, Rowena East, and Squally Point—with the Interpretive Center and The Dalles Urban Area. It would provide a quality hiking and biking experience along a scenic section of the Columbia River Shore. The grade is flat, providing easy walking. Wildlife habitat and cultural resources are known concerns in this area. The Recreation Intensity Zones are a mixture of 2, 3, and 4.

DEVELOPMENT PROPOSAL: The trail will be a multipurpose trail which will also provide opportunities for scenic appreciation and interpretation. Two miles of new trail would be built. The existing county road would suffice for trail usage to the Rowena East Sailpark, and an abandoned roadbed which lies from Mayer Park West to the Rowena Riverfront could be used to provide an additional trail. A causeway that will be built to provide vehicle access to Mayer Park West will serve as the trail to the west. A rocky area on the eastern portion of the trail will require sophisticated design and construction.

DEVELOPMENT SCENARIO: The majority of the route is under the control of Oregon State Parks. A right-of-way would be needed from private owners for the westernmost part of the trail. A similar easement may be needed from the railroad. Partnerships may be undertaken with Oregon State Parks, Wasco County, and Citizens for the Columbia River Gorge National Scenic Area. Some of the proposed trail alignment is suitable for volunteer construction. The total estimated cost of development, excluding acquisition costs, is \$90,000.

Trail from Point Vancouver to Cape Horn

**Map Symbol
Wt1**

TRAIL DESCRIPTION: This trail would provide a quality day hiking experience close to the metropolitan Portland 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 RIZ is primarily Zone 1 with some Zone 3.

DEVELOPMENT PROPOSAL: A multipurpose trail with many opportunities for scenic appreciation will 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.

DEVELOPMENT SCENARIO: Some lands are currently National Forest; the remainder will require right-of-way acquisition. Much of this trail construction would be well suited for volunteer work; possible partners are the Chinook Trail Association and Friends of the Columbia Gorge. The total estimated cost of development is \$140,000, not including right-of-way acquisition costs.

Archer Mountain Trail

**Map Symbol
Wt2**

TRAIL DESCRIPTION: This trail would provide an outstanding view from the summit of Archer Mountain, including views of many major waterfalls on the Oregon side of the Gorge. 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 RIZ is Zone 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.

DEVELOPMENT SCENARIO: The trailhead area is currently National Forest. A right-of-way would need to be acquired to reach Washington State Department of Natural Resources land on the summit of the mountain. This trail has much local interest and would be well suited for a volunteer construction project. A possible partner would be Friends of the Columbia Gorge. The total estimated cost of development is \$175,000, excluding right-of-way acquisition.

Trail from St. Cloud to Skamania Landing

**Map Symbol
Wt3**

TRAIL DESCRIPTION: This trail has outstanding potential to provide scenic and interpretive opportunities on the Columbia River Shore. The trail would be nearly level,

providing access for the disabled throughout its length. The trail would go through the newly created Franz Lake National Wildlife Refuge. Wildlife and wildlife habitat concerns are paramount in designing and constructing this trail. The RIZ is primarily Zone 1.

DEVELOPMENT PROPOSAL: The trail will provide multipurpose opportunities, scenic appreciation, interpretation, and wildlife viewing. Three miles of new trail and one small trail bridge would be built.

DEVELOPMENT SCENARIO: The land is currently National Forest or U.S. Fish and Wildlife. Because of the emphasis on wildlife and viewing wildlife, this would be an excellent volunteer construction project. Funds are also available from the Watchable Wildlife Program. Possible partners are U.S. Fish and Wildlife, Audubon Society, and other wildlife and environmental organizations. The estimated cost of development is \$150,000.

Trail from Skamania Landing to North Bonneville

**Map Symbol
Wt4**

TRAIL DESCRIPTION: 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 would be accessible to the disabled throughout its length. It would link the Urban Area of North Bonneville to the proposed major recreation developments at the Doetsch Ranch. There is a short stretch below Beacon Rock where the proposed trail would be pinched between the railroad tracks and the shoreline. Wildlife concerns are very important planning considerations. The RIZ spans Zones 1-4.

DEVELOPMENT PROPOSAL: Three miles of new trail will be built. The trail will offer multipurpose opportunities, interpretation, and scenic appreciation.

DEVELOPMENT SCENARIO: Some land is currently in Washington State Park ownership. The Forest Service could acquire right-of-way easements for the remainder. This trail appears to have strong county support. There are several good avenues of potential cost sharing opportunities to build this trail. Potential partners are Washington State Parks, Skamania County, the Town of North Bonneville. The total

estimated cost of development is \$120,000, not including right-of-way acquisition.

Trail, Table Mountain–Hamilton Creek Loop

Map Symbol
Wt5

SITE DESCRIPTION: 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 RIZ is primarily Zone 1.

DEVELOPMENT PROPOSAL: Seven miles of new trail will be constructed, plus a major trail bridge on Hamilton Creek.

DEVELOPMENT SCENARIO: The land is currently primarily privately owned, with the majority of the land anticipated becoming National Forest in forest land exchanges. Some right-of-way acquisition will be necessary. Portions of the trail would be good volunteer construction projects. Possible partners are the Mazamas and the Chinook Trail Association. The estimated cost is \$235,000, excluding right-of-way acquisition.

Greenleaf Loop Trail

Map Symbol
Wt6

TRAIL DESCRIPTION: 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 RIZ is primarily Zone 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.

DEVELOPMENT SCENARIO: The land is currently in private ownership. Portions of this trail project, especially the clearing of the abandoned roadbeds, would be excellent volunteer projects. Possible partners are the Mazamas and

the Chinook Trail Association. The estimated cost is \$190,000, excluding acquisition costs.

Trail, Wind River–Brush Creek Loop

Map Symbol
Wt7

TRAIL DESCRIPTION: 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 RIZ is mostly Zone 1.

DEVELOPMENT PROPOSAL: The trail will be multipurpose with many opportunities for scenic appreciation. Ten miles of new trail will be constructed.

DEVELOPMENT SCENARIO: 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. Since the trail would not be directly accessible by county road, it would be potentially eligible for funding assistance through the Washington State Non-Highway and Off-Road Vehicle Activities Program. Portions of the trail would be well suited for volunteer trail construction. Potential partners are the Washington Interagency Committee and the Chinook Trail Association. The estimated cost of development is \$240,000, excluding right-of-way acquisition.

Trail, Grant Lake–Dog Mountain Loop

Map Symbol
Wt8

TRAIL DESCRIPTION: 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 RIZ is primarily Level 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.

DEVELOPMENT SCENARIO: The land is currently National Forest. The potential for partnerships is limited. The total estimated cost of development is \$110,000.

Trail, Augsburg Mountain Link

**Map Symbol
Wt9**

TRAIL DESCRIPTION: This proposed trail would provide a link to both Dog Creek Falls and a viewpoint on the summit of Augsburg Mountain. The trail will be steep in places. Wildlife is known to be a concern in this area. The RIZ is Zone 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 Augsburg Mountain and a small parking facility on the Brush Creek–Mill A Road.

DEVELOPMENT SCENARIO: The land is currently National Forest. Much of the trail would be suitable for volunteer construction and maintenance. A possible partner is the Chinook Trail Association. The total estimated cost of development is \$230,000.

Major Creek Canyon Loop Trail

**Map Symbol
Wt10**

TRAIL DESCRIPTION: The trail will be steep and rugged. Major Creek Canyon is the only eastside 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 RIZ is primarily Zone 1.

DEVELOPMENT PROPOSAL: A lower trail will provide hiking opportunities, and an upper trail will be multipurpose. A total of eight miles of trail will be constructed. The ruggedness of the canyon will necessitate special design considerations.

DEVELOPMENT SCENARIO: Much of the land is owned by the Washington Department of Natural Resources. Part is in private ownership. Klickitat County has proposed this trail in its Draft County Trails Plan. With County sponsorship,

this trail would be eligible for State assistance. The estimated cost of development is \$160,000, excluding acquisition costs.

Trail, C. A. Atwood Cutoff

**Map Symbol
Wt11**

TRAIL DESCRIPTION: 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 return trail down to Washington State Highway 14 will be steep. Known concerns are botanical habitat, cultural resources, and private property impacts. The RIZ is primarily Zone 1.

DEVELOPMENT PROPOSAL: There will be approximately four miles of new trail construction. Part of the trail will be multipurpose, including equestrian, and part of the trail will be for hiking only.

DEVELOPMENT SCENARIO: There is a county road right-of-way for most of the length of the trail. The return trail down to Washington State Highway 14 is privately owned. With Klickitat County sponsorship, this trail would be eligible for state assistance. The total estimated cost is \$100,000, excluding acquisition costs.

Special Management Area Recreation Development Plan Summary

Map	Development Name	Cost of Improvements
1. Special Features		
A1	The Interpretive Center	10,000,000
A2	Western Gateway	800,000
A3	Skamania Composite	3,900,000
A4	Labyrinth Complex	175,000
A5	Bob Starke Memorial Trail	140,000
A6	Horsetail Wetlands	160,000
A7	Mayer Park West	600,000
A8	Multnomah Falls	2,054,000
none	Information Board Inventory	200,000
none	Interpretation at Existing Recreation Sites	200,000
TOTAL		\$18,229,000

2. Boating Emphasis Sites

B1	Lewis and Clark Marine Park	270,000
B2	Skamania Island	120,000
B3	Labyrinth	70,000
B4	Wilson Beach	200,000
	TOTAL	\$660,000

3. Campgrounds

C1	Wyeth Campground Expansion	1,475,000
C2	Summerhill	280,000
C3	Eagle Creek	963,000
C4	Memaloose Expansion	230,000
	TOTAL	\$2,948,000

4. River Access Emphasis Sites

R1	Ainsworth	850,000
R2	Wyeth Waterfront	2,700,000
R3	Collins Creek-Grant Lake	400,000
R4	Viento Waterfront	2,200,000
R5	Rowena East	1,500,000
R6	Squally Point	2,800,000
	TOTAL	\$10,450,000

5. Scenic Viewpoint Emphasis Sites

S1	Cape Horn	375,000
S2	Bridal Veil	220,000
S3	Burdoin Vistas	80,000
S4	Ortley	60,000
S5	Oregon View	280,000
	TOTAL	\$1,015,000

6. Trailheads

T1	Hamilton Creek	225,000
T2	Wind River	150,000
	TOTAL	\$375,000

7. Oregon Trails

OT1	Lewis and Clark to Corbett Station	125,000
OT2	Chanticleer to Latourell	185,000
OT3	Ainsworth to Dodson	40,000
OT4	Elowah Falls to Tanner Creek	130,000
OT5	Herman Creek to Wyeth	90,000
OT6	Wyeth to Starvation Creek	230,000
OT7	Viento to Mitchell Point	150,000
OT8	Memaloose to Rowena Plateau	80,000
OT9	Mayer Park to Squally Point	175,000
OT10	Sandy River Delta	120,000
OT11	Rooster Rock to Dalton Point	90,000
OT12	Eagle Creek to Bridge of the Gods	50,000
OT13	Mayer Park Riverfront	90,000
	TOTAL	\$1,555,000

8. Washington Trails

WT1	Point Vancouver to Cape Horn	140,000
WT2	Archer Mountain	175,000
WT3	ST. Cloud to Skamania Landing	150,000
WT4	Skamania Landing to North Bonneville	120,000
WT5	Table Mountain-Hamilton Creek Loop	235,000
WT6	Greenleaf Loop	190,000
WT7	Wind River-Brush Creek Loop	240,000
WT8	Grant Lake-Dog Mountain Loop	110,000
WT9	Augsburger Mountain Link	230,000
WT10	Major Creek Canyon Loop	160,000
WT11	C.A. Atwood Cutoff	100,000
	TOTAL	\$1,850,000

GRAND TOTAL, ALL IMPROVEMENTS IN
THE RECREATION DEVELOPMENT PLAN \$37,082,000

CHAPTER 5:

Implementation

CHAPTER 5:

Implementation

Overview

This chapter looks to the future, describing various roles and tasks for implementing the management plan for the Scenic Area. By describing the role for the Forest Service and proposing tasks and responsibilities for other agencies, this section suggests some of the elements needed to achieve the full federal-state-local partnership envisioned by the Act.

The Act provided the Forest Service with expanded authority and funding for land acquisition in the SMAs. This chapter describes that authority and provides the objectives for a continuing program of land ownership adjustment.

The Forest Service has taken the lead in preparing an interpretive program for the Scenic Area, involving representatives from the Commission as well as a wide range of other agencies and groups. Implementation of the program will be shared among all the groups, and a summary of the program is included in this chapter.

Because implementation responsibility is shared among the Commission, counties, and the Forest Service, this section does not provide complete direction for the full range of opportunities. Particularly for enhancement and monitoring strategies, the Commission will have a major role. Thus, the proposals here are only the beginning of the discussion. More specific detail and methodologies will emerge as the Commission prepares the draft management plan for the general management areas.

Monitoring activities will be especially important both to assure implementation of the management plan through county ordinances and to track the results of implementation in terms of the effects on scenic, cultural, recreation, and natural resources. Section 15(A)(1) requires the Commission to monitor the implementation activities of the counties. Thus, the management plan for the entire Scenic Area will

contain a process to accomplish that mandate. The monitoring section in this chapter proposes other monitoring subjects and suggests the type of data that should be gathered. Again, this discussion will be expanded when the Commission completes the management plan for the GMAs.

Forest Service Role

Implementation of the Scenic Area Management Plan charters a Federal presence with an expanded focus beyond the traditional Forest Service role. This section discusses that role in the long-term management and protection of the resources in the Gorge. In addition to administration of the National Forest System (NFS) lands in the Gorge, the Forest Service will be more actively involved as a partner and support provider with state and local governments on non-federal lands.

The Forest Service has acquired, through purchase, exchange, or donation, some 12,000 acres of new Federal land in the National Scenic Area added to the existing national forests. In addition, 12,839 acres within the Gifford Pinchot National Forest and 37,183 acres within the Mt. Hood National Forest fall inside the legislated boundary of the Scenic Area. Additional lands will be added as the land acquisition program continues. Management and protection of these Federal lands will be carried out by a newly created Forest Service administrative unit for the National Scenic Area.

Management responsibilities on NFS lands will include administration of recreation facilities, design of resource protection, management, and enhancement strategies on public lands, and providing public information and services to visitors, users, and other interested parties.

In the future, the Forest Service intends to take advantage of opportunities for showcasing "New Perspectives in Forestry" as a strategy to design and conduct multiple use resource management. Additional opportunities, such as providing leadership in anadromous fisheries or oak woodland management, will be incorporated into on-going administration of the NFS lands in the Scenic Area.

The new Scenic Area unit will also continue to administer the Wild and Scenic Rivers designated in the Scenic Area Act and guided by the management plans prepared for the White Salmon and Klickitat Rivers.

Since passage of the Scenic Area Act, the Forest Service has carried out the requirements to plan, monitor, and provide technical assistance for the preparation of the management plan elements for non-federal land. 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.

Section 16 of the Act authorizes funds for continuing land acquisitions, and provides 32.8 million dollars for economic and recreation development incentives. 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/or user groups to expand the opportunities beyond the funding authorized in the Act.

In fiscal year 1991, the Forest Service will establish a single administrative unit supervised by the Regional Forester to begin the transition to 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 Strategy

Within the 292,646 acre National Scenic Area, some 114,673 acres are within the Special Management Areas (SMAs) where in the Act authorizes acquisitions by the Forest

Service. Of the 114,673 acres, some 70,000 acres are in other than federal ownership. Privately owned lands account for approximately 51,000 acres.

“ . . . to protect and provide for the enhancement of the scenic, cultural, recreational, and natural resources of the Columbia River Gorge” is the first stated purpose of the Columbia River Gorge National Scenic Area Act. Section 9 of the Act states that “The Secretary [of Agriculture, i.e., the Forest Service] is authorized to acquire any lands or interests therein within the SMAs and the Dodson/Warrendale Special Purchase Unit which the Secretary determines are needed to achieve the purposes of the Act.” The primary purpose of acquisition, then, is to protect or enhance the resources of the Gorge.

The Forest Service’s acquisition philosophy 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 therein will occur through purchase, donation or, in the case of unimproved forest land at least 40 acres in size, land exchange can be used. Acquisitions from States or political subdivisions thereof may be made only through donations or exchange.

The Forest Service will acquire some private land, yet cooperation with private owners or other agencies will achieve the purposes of the Act in some situations. In addition to the acquisition methods or tools referenced in the previous paragraph, partnerships with individuals, agencies, and organizations will be one of the land adjustment tools used in implementing the management plan. Use of scenic or conservation easements is an example of a partnership approach to protect or enhance a particular landscape setting or “theme” in a given area.

Land Acquisition Direction

Since passage of the Act, land acquisitions have occurred through the timberland exchanges specifically directed in Section 9(d), direct purchases of tracts fitting the “hardship” provision of Section 9(c), and 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. Offers from landowners will continue to be considered, particularly those in the hardship category.

The management plan for the SMAs identifies resource opportunities and needs 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 more pro-active role in negotiating with landowners to ascertain the availability for sale of lands which enhance resources identified in the plan. Priorities will be determined by the degree to which offered properties meet one or more resource or project needs, the importance of timing to such need, and the availability of properties determined to be for sale by willing sellers. The following are examples of lands for which Federal acquisition might help to protect and/or enhance resources of the Scenic Area:

- 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.
- Lands which are visible from Key Viewing Areas and which are in a landscape setting of pastoral, bottomland, or wildland. In these cases, procuring scenic easements, if possible, would be preferable to acquiring the lands.
- Lands with known cultural resource sites or a high probability of cultural resource sites.

In many cases, more than one of the above conditions may appear on a site. If so, the priority of the site for acquisition could be higher.

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 resource themes. 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 those property rights needed to achieve their objectives, and they continue traditional land uses which have contribute 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 the management plan objectives.

Land Exchange

A traditional use of land exchange is to consolidate ownership, thereby improving management efficiency. Exchanges within the SMAs will be used primarily as an acquisition tool to acquire forest lands with important scenic, cultural, and natural resources, as well as to consolidate ownership around those 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 lands at least 40 acres in size. Forest Service acquisition of such lands within the SMAs 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 will 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. There are a few features specific to the Gorge 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 now owns 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, recreation, or natural resources of the Scenic Area.

Access

With relatively little National Forest land in much of the Special Management Areas, there was similarly very little legal public access, 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 visitors' 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 these 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 still be an important acquisition tool. Access needs offer opportunities for partnerships with a wide range of cooperators, including landowners and user groups. The Forest Service will actively cultivate such partnerships to meet specific access needs.

Boundary Revisions

The Scenic Area Act describes procedures for adjustments to the boundaries in section 4(c) and 4(f). Minor boundary revisions for the SMAs may be made by the Secretary of Agriculture, in consultation with the Commission, ". . . 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."

For urban area boundary revisions, "upon application of a county, and in consultation with the Secretary, the Commission may make minor revisions to the boundaries of any urban area identified in [the Act]." This section lists the findings that must be made for such a revision.

To date, one minor revision has been made to the SMA boundary at Rowena. This change was made to correct a mistake that occurred during drafting of the maps. As the Act requires, the procedure followed in that case will be used in any other boundary revision that might be appropriate. It has been suggested that the SMA boundary near Moseley Lake be adjusted to bring the lake into the SMA, thus providing an opportunity for additional protection of the natural area resources identified there. An analysis and decision regarding whether to follow through with this revision or any others that may be proposed will be an implementation task.

One proposal for a Scenic Area 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, resulting in potential risk to the special resources in the area. Because the Act does not address Scenic Area boundary revisions, such a change will require congressional action. Analysis of the situation has been initiated and will be developed as a legislative proposal following adoption of the management plan by the Commission and concurrence by the Secretary.

Interpretive Program Summary

Interpretive activities are among the most exciting opportunities for implementation of the National Scenic Area Act. One interpreter describes his profession in these words:

"Interpretation aims at giving people new understanding, new insights, new enthusiasms, new interests. . . . A good interpreter is a sort of Pied Piper, leading people easily into new and fascinating worlds that their senses never really penetrated before" (Yorke Edwards, quoted in Sharpe, 1976).

Sharpe goes on to describe the objectives of interpretation.

“The first or primary objective of interpretation is to assist the visitor in developing a keener awareness, appreciation, and understanding of the area he or she is visiting. Interpretation should help to make the visit a rich and enjoyable experience.

The second objective of interpretation is to accomplish management goals. . . . First, interpretation can encourage thoughtful use of the recreation resource. . . . Second, interpretation can be used to minimize human impact on the resource by guiding people away from fragile or overused areas.”

Interpretive activities in the Gorge propose to fulfill these aims. The Interpretive Plan, available from offices of the Forest Service Scenic Area and the Gorge Commission, contains recommendations for the selection and design of such interpretive activities.

The Plan begins by outlining the three overall goals of an interpretive program in the Gorge, the first two of which are taken from the two purposes of the Scenic Area Act. The three goals are as follows:

- To provide for the enhancement and protection of the scenic, cultural, recreational, and natural resources of the Gorge;
- To protect and support the local economies by attracting visitors and dispersing them throughout the scenic area; and
- To increase awareness, understanding, and appreciation of the resources of the Gorge and their interrelationships.

A coordinated approach to interpretation in the Gorge will meet the first goal by directly enhancing the quality of the visitor’s recreation experience. Also, by promoting awareness of the environment of the Gorge, interpretation will tend to lessen people’s involvement in activities which harm the environment, and will stimulate them to engage in activities which enhance the resources.

The second goal can be fulfilled because interpretive activities will help attract visitors, visitors will enjoy their trips more and tend to stay longer or come back more often, thus helping the local economies. In addition, by distributing

the economic benefits of tourism, interpretation can help many communities rather than just a few.

The third goal, to increase awareness, understanding, and appreciation of the resources, is the heart of interpretive programming. Accomplishment of this goal leads to an environmentally literate citizenry who can make informed decisions about resource management and their own actions.

The Interpretive Plan analyzes the audience toward which interpretive activities are directed. The needs, expectations, and limitations of out-of-area visitors, residents, and educational groups are examined so that interpretive programming can be custom designed.

The circumstances affecting interpretive activities are also evaluated. Factors such as coordination with a variety of agencies and interests presenting interpretive activities, weather, current traffic patterns and transportation systems in the Gorge, and guidelines and policies established for development inside the Scenic Area define the parameters of interpretive programming.

The significant resources of the Gorge were inventoried by experts from a variety of backgrounds to determine the important messages to relate to visitors and the best locations to present these messages. Locations were selected based on importance to accomplishment of interpretive goals, significance as a recreation site, and relationship to the resource that would be discussed. Specific stories and locations are summarized in the Plan and listed in detail in its Appendix.

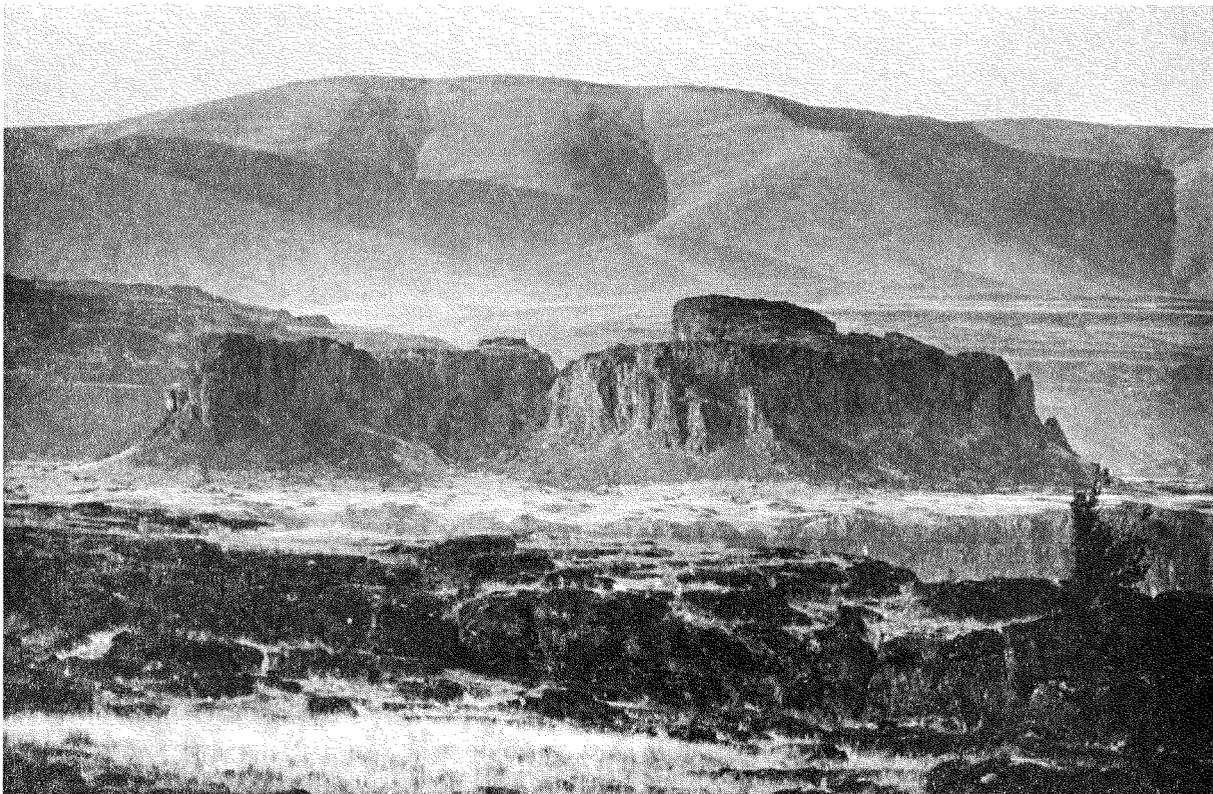
Like a string of trade beads, the stories of the Gorge will be strung side by side in careful design through the use of thought-provoking and meaningful themes. Themes such as "powerful geologic and hydrologic forces created a spectacular gorge of compelling beauty" will organize and connect all the bits of information about the Gorge into a series of related experiences for visitors.

Guidelines for interpretive design are discussed in the Interpretive Plan. These guidelines emphasize 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 variety of learning styles and educational/cultural backgrounds; and commitment to thematic interpretation.

Specific site descriptions in the Interpretive Plan outline the significance of selected interpretive sites and describe the facilities currently at the site. Recommendations for each selected site list interpretive objectives, suggested themes, and key interpretive messages. Media ideas are presented, possible partnerships identified, and special considerations unique to that site are discussed.

A chapter is also devoted to recommendations for development of an environmental education program for the Scenic Area. The program would provide curriculum and materials for in-depth on-site and classroom study of Gorge resources by students of all ages. Ideas for development of specific facilities and study opportunities are presented in the Plan and include a study van, floating classroom, study packs, resource library, and residential facility. Teacher training is a key component of the program. Development of this type of program will require active proponents and benefactors.



A broad spectrum of agencies, interests, and individuals participated in completing Interpretive Plan resource inventories and developing interpretive recommendations. Many of these participants will be partners in implementation of the Plan. A complete listing of contributors is provided in the Appendix to the Interpretive Recommendations.

The Interpretive Plan is intended to provide a broad framework for development of an integrated network of interpretive opportunities throughout the Scenic Area. As such, it does not contain specific designs for signs, exhibits, brochures and other interpretive devices. These will be developed in partnership with land management agencies. The recommendations allow for flexibility and adjustment as partners design individual opportunities that complement, rather than compete with or duplicate, other interpretive opportunities in the area.

Enhancement Strategies

The Scenic Area Act mandates the protection and enhancement of the scenic, cultural, recreation, and natural resources for their intrinsic values, as well as forest and agricultural lands for their productive purposes. This section provides objectives for enhancement and identifies possible action items to accomplish the objectives. The reader should keep in mind that recommendations for enhancement will be modified or expanded when the Commission completes the management plan for the GMAs.

These activities may be initiated by any agency, organization, or individual with an interest in enhancing the values of a particular area or resource. Where the Forest Service is the land manager, enhancement actions will be undertaken on a priority basis identified in an annual work plan.

Opportunities abound in the National Scenic Area to initiate partnerships and share costs of improvements. The Forest Service will facilitate such efforts as much as possible by providing coordination, sharing expertise, obtaining resources, cost-sharing where authorities and budget support exist, or any combination of these.

Scenic Resources

Objective I: Reinforce the integrity of the identified landscape settings.

1. ALL SETTINGS:

- Develop a handbook of practical guidelines for protection of scenic resources within the Scenic Area.
- Revegetate clearcuts and disturbed areas with native vegetation wherever appropriate.
- Rehabilitate rockpits, roadcuts, and other scars on the landscape.
- Acquire scenic easements where necessary to reduce development pressures and maintain uses which exemplify the landscape settings.

2. WILDLANDS:

- Obliterate and revegetate unused and closed roads
- Remove non-historic structures or other developed features.

3. WOODLANDS:

- Screen inconsistent structures from view.

4. PASTORAL/RURAL:

- Provide incentives to landowners for screening or removing discordant features.

5. RIVER BOTTOMS:

- Screen structures, parking lots, and other developed features to blend in with the natural setting.

Objective II: Restore or rehabilitate individual properties which do not meet scenic guidelines.

1. Remove abandoned buildings and other structures from significant or sensitive viewsheds.

2. Develop a program for removal or replacement of signs which do not conform to the sign guidelines.
3. Minimize visibility of utility structures, including railroad equipment, using screening, natural construction materials, or other appropriate means.
4. Provide incentives to landowners of existing dwellings, accessory buildings, and uses to meet the scenic guidelines.
5. Work cooperatively with the County planners and the private owners to offer technical assistance and design suggestions for private developments.

Objective III:

Implement recommendations for travel corridor enhancement described in the Corridor Visual Inventory (April 1990).

1. Develop a memorandum of understanding with the Oregon and Washington Departments of Transportation to carry out recommendations in the corridor study as appropriate. Designate responsibilities and schedule of actions.
2. Place railroad electrical wires underground wherever possible, beginning with those most visible from key viewing areas.
3. Encourage the railroads to paint signal boxes and associated structures dark earthtone colors.
4. Manage vegetation along travel corridors to be natural appearing.
5. Establish vegetation management programs to enhance vistas from the major travel corridors.
6. Eliminate maintenance stockpile sites that are visible from the major travel corridors. Where sites cannot be moved, provide screening to reduce their visibility.

Objective IV:

Encourage enhancement of historic and landmark structures and cultural landscapes.

1. Promote public awareness of tax and other incentives available for the protection of historic buildings.

2. Promote retention or rehabilitation of rock guardrails, and other historical components of the highway rights-of-way wherever practicable.

Cultural Resources

Objective I:

Increase understanding of and appreciation for cultural resources.

1. Promote educational and interpretive programs increasing public awareness of cultural resources.
2. Develop cooperative programs with Native Americans to enhance public understanding of their cultural history.
3. Increase public awareness of historic structures and sites, and the National Register of Historic Places.
4. 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.

Objective II:

Promote the protection, restoration, and enhancement of important cultural sites.

1. Conduct a comprehensive site inventory at Miller Island in consultation with Tribal governments. Determine an appropriate strategy for protection and interpretation of the island.
2. Identify and map traditional plant gathering areas and restore the plant habitat wherever possible.
3. Identify and interpret Oregon Trail locations throughout the Scenic Area.
4. Develop a comprehensive Gorge-wide strategy integrating all law enforcement efforts into a cultural resources protection plan.
5. Expand education programs to gain public support for vandalism prevention.

Natural Resources

Objective I:

Enhance soil, water, and air resources to ensure sustainability of the natural system over time.

1. Facilitate implementation of Soil Conservation Service and agricultural extension services programs to increase soil productivity.
2. Develop a program to enhance water retention and reduce runoff. Give preference to use of native species.
3. Participate in comprehensive water quality monitoring program in the Columbia River and major tributaries.
4. Participate in the on-going comprehensive air quality monitoring program for the Gorge.

Objective II:

Establish cooperative programs to enhance natural resources which are significant in the Scenic Area ecosystems. Such projects would be emphasized on public lands, but could include incentives to encourage private landowners to participate as well.

1. Establish interagency task forces to prepare site specific management plans for each open space area based on the management emphasis identified in this plan: scenic, wildlife, natural, or cultural.
2. 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.
3. Work cooperatively with private owners, native plant societies, concerned individuals, and other organizations 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.
4. 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.

5. Work cooperatively with the state wildlife agencies and private owners to enhance conservation of critical winter range and to identify and develop strategies (including tax incentives) for non-game wildlife habitat conservation and enhancement.

6. Continue and expand programs to enhance waterfowl habitat and shallow water fish habitat.

7. Evaluate identified natural areas for Research Natural Area designations. Where determined to be appropriate, prepare reports and recommendations for designation.

8. 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.

Objective III:

Develop educational programs to expand public awareness and understanding of ecological principles and ecosystem management.

1. Develop a handbook of practical guidelines for protection and enhancement of natural resources within the Scenic Area.

2. 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.

Objective IV:

Provide technical assistance for design of projects or programs to enhance the natural values existing on sites proposed for development or in the vicinity.

1. In cooperation with the appropriate state and federal agencies (e.g., State Extension Service) develop supporting documentation, and provide technical assistance for land owners exploring alternatives to chemical use for vegetation management.

2. Initiate demonstration projects for the protection and enhancement of natural resources in conjunction with effective land use management.

Forest Land

Objective I: Enhance the ability of forest lands to insure continued economic benefits over time.

1. Develop cooperative programs with State agencies, educational groups, and concerned individuals encouraging the concepts of "New Perspectives in Forestry" to protect soil, forest ecosystems, long-term productivity, and natural resources.
2. Initiate forest management projects to demonstrate good stewardship and long-term sustainable forest management.
3. Provide technical assistance to forest managers for design of forest management activities to insure sustainability.
4. Promote public education programs that foster greater understanding and support for forest practices, forest ecosystems, and good stewardship of forest lands.
5. Promote programs through the interpretive plan to illustrate and compare different forest practices and their effects on the resources.
6. Increase public awareness of existing programs such as the forestry incentive program and easements to ensure sustained productivity.
7. Develop incentive programs to encourage long-term stewardship for small woodlot management.
8. Conduct research to enhance the economic viability of secondary manufacturing for wood products, increased utilization, and other miscellaneous forest products.

Agricultural Land

Objective I: Enhance the sustainability of agricultural lands to insure continued economic benefits.

1. Develop new strategies to provide incentives for soil and water conservation and for sustained agricultural productivity.
2. Promote public education programs that foster greater understanding of agricultural practices, agricultural ecosystems, and good stewardship of the land.
3. 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; integrated pest management; and the like.
4. Encourage the protection of non-commercial woodlands, such as oak stands, for ground water replenishment, soil retention, and wildlife habitat needs.
5. Promote the continuation of tax deferrals for agricultural lands and other incentive programs.

Monitoring the Management Plan

A comprehensive monitoring program will be 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 enforcement 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 strategies?

Monitoring of county implementation actions is a responsibility of the Commission, mandated in section 15(A)(1) of the Act. This component of the monitoring program will be described in detail in the management plan

for the entire Scenic Area. Where lands are being used, or are in imminent danger of being used in a manner inconsistent with the county ordinances, Section 6(b)(2)(c) give the Forest Service the authority to acquire such lands without consent of the owner.

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 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 insure that required mitigation measures are implemented and the resources are protected.

Specific details for each monitoring element will be modified and expanded when the Commission completes the management plan for the GMAs. In the meantime, a visual monitoring program has already been initiated, and baselines for other monitoring categories have been established in the Scenic Area inventories prepared for this management plan.

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. Private citizens, organizations, and other agencies will be actively encouraged to submit material for inclusion. An annual report will summarize the monitoring results and make recommendations for any management changes which may be indicated by the findings.

Scenic Resources

Of all the resources in the National Scenic Area, the scenery is most apparent, and is arguably the most widely appreciated. 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 exquisite integral 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 program of visual monitoring 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 years to measure changes in the landscape and identify problem areas.

In 1987 and 1988, complete sets of black and white and color 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.
2. Results of air quality monitoring for visibility effects with recommendations for changes, if appropriate.
3. Overview of county actions to compare the effectiveness of any differences among county ordinances.
4. Effects of enhancement activities performed during the preceding year.

Cultural Resources

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 required by the management guidelines are intended to meet 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 cultural resources already known, and will be expanded to include data on resources located during site inventories and analyses for new developments.

The annual monitoring program will address the following topics:

1. Overview of the effects of the site analysis requirements for protecting cultural resources.
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.

Natural Resources

Natural resources in the Gorge are varied and extensive. The management plan goal to protect and enhance those resources therefore require a broad program with participation by numerous agencies focused on the many different elements in the environment.

Baseline information in the Scenic Area inventories in not, for the most part, site specific. Monitoring activities over time will need to acquire more detailed information, particularly for those natural resources most at risk. The monitoring program will be designed in conjunction with the many state and federal agencies with responsibility for managing the resources, and implementation of the monitoring will be a joint effort drawing on the expertise and resources of each agency.

Federal and state agencies with natural resource protection and management responsibilities include the following:

- Forest Service, Pacific Northwest Regional Office
- Columbia River Inter-Tribal Fish Council
- U.S. Army Corps of Engineers
- U.S. Fish and Wildlife Service
- Oregon Department of Fish & Wildlife
- Washington Department of Wildlife
- Oregon Natural Heritage Program
- Wash Depart of Natural Resources Natural Heritage Program
- USDA Soil Conservation Service
- Oregon Department of Environmental Quality
- Washington Department of Ecology
- U.S. Environmental Protection Agency

In addition, several local and national 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 in both design and implementation could help to assure a strong and effective monitoring program.

The annual monitoring program will address the following topics:

1. Impacts on fish and wildlife habitat resulting from development actions.
2. Overview of county actions to compare the effectiveness of differences among county ordinances for protecting natural resources.
3. Effects of enhancement activities performed during the preceding year.
4. Progress towards completion and implementation of site specific management strategies for open space designations.

Forest Resources

Forest resources are an important element of the economic base of the Gorge. But in addition to their economic value, forests provide a variety of other benefits, including scenic and natural resources. The management plan goal to protect forest resources on lands designated for forest use addresses both of these values.

The Forest Service will work closely with the State Forest Practices Boards to develop the implementation strategy including a monitoring program to insure the achievement of this goal. Implementation of forest management plans and forest practices will also be monitored for scenic, cultural, recreational, and natural resources protection as described elsewhere in this section.

Annual monitoring of the forest resources will address the following topics:

1. Compliance with approved forest management plans including mitigation of adverse effects for scenic, cultural, recreation, and natural resources.
2. The role of forest practices in the overall effects on the scenic, cultural, and natural resources in the Scenic Area.

Recreation

Recreation will likely show dramatic change since recreation development is a major component of implementation for the Scenic Area management plan. Part of this change will be caused by direct federal expenditures, and an additional part will result from partnerships between the Forest Service and other recreation providers and recreation users. A description of such partnerships should be included in the monitoring report to assess the benefits resulting from this approach.

New information on cultural resources, wildlife and other natural resources could affect the capacity or design of a recreation site called for in the recreation development plan. There may be mitigations that require changes to the cost estimates for recreation site and trail construction. Engineering feasibility studies may also affect cost estimates. An annual update will report adjustments to the development plan and describing progress toward implementation, such as construction completed, construction underway, designs completed or initiated, and the status of individual compatibility studies.

On those individual recreation sites that have particularly sensitive natural resources, a Limits of Acceptable Change study and resultant action plan will be implemented.

A major emphasis in the recreation development plan is the installation or improving of information centers and interpretive sites. Information projects of all sizes are being designed, and they will be placed throughout the Gorge. Gorge visitors will have much more opportunity to increase their understanding and enjoyment of the Scenic Area. As these envisioned projects become reality, they will be mentioned in the annual report.

Land Adjustments

The annual monitoring report will also track land adjustment activities. The amount of land purchased or exchanged in the preceding year will be reported and the land adjustment strategy will be updated to respond to changing priorities and opportunities.

Appendices

Glossary

Accessory structure: structure related to the primary structure in design, but not larger in ground area or higher than the main structure.

Accessory use: use customarily incidental and subordinate to the principal uses and located on the same lot.

Adversely affect: action or development with 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.

Affected Tribal government: that tribal government with ceded lands within the area of undertaking. In the case of undertakings with the potential to affect reserved treaty fishing rights, all four tribal governments having reserved fishing rights within the National Scenic Area shall be considered as affected Tribal governments.

Agricultural building: structures that is necessary and accessory to an agricultural use and where there would be no need or use for the structure other than because of the agricultural use. May include: structures for storage of agricultural products and supplies, processing of agricultural products, storage and maintenance of farm equipment, shelter for livestock, greenhouses, and other similar structures related to agricultural use.

Agricultural land: land used primarily for the production of farm commodities. This includes cropland, truckfarms, pasture, rangelands, small woodlots, Christmas tree farms, orchards, groves, vineyards, bush fruit, horticultural areas, and feeding operations.

Agricultural practice: any activity pertaining to the sustained agricultural use of the land. This includes, but is not limited to, the cultivation of row crops, orchards, vineyards, livestock grazing. It does not include livestock feedlots.

Agricultural use: predominant and gainful use of land for the raising of farm animals and the production of farm products including: the growing of hay, grain, seed, row crops, horticultural crops, christmas trees, livestock, poultry, fur-bearing animals, honey bees, dairy animals, produce, and the uses customarily accessory to farm operations. Also includes on-site sale of agricultural products.

Anadromous fish: fish that returns upstream after spending a part of its life in the ocean.

Archaeological and prehistoric cultural resources: any physical evidence of human occupation or activity, located on or below the surface of the ground, including evidence located on submerged and submersible lands. Prehistoric archaeological cultural resources include, but are not limited to, the physical evidence of sites, structures, or objects produced and/or used by humans, such as villages, 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.

Boat anchorage: mooring buoy used to secure a boat.

Boat dock: floating or stationary structure extending into the water to facilitate the mooring of watercraft or for fishing.

Boat landing: cleared area or developed structure used to facilitate launching or retrieving a watercraft.

Campground: any premises established for overnight use for the purposes of camping.

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.

Columbia River Gorge Commission: the bi-state commission established pursuant of the Columbia River Gorge National Scenic Area Act.

Commercial development: any facility or use of land or water whose function is primarily the buying or selling of goods or services or both.

Commercial forest products: these include timber for lumber, pulp, and fire wood, and other special non-wood forest products such as mushrooms, boughs, and plants and plant parts.

Commercial recreation: any private (non-governmental) recreational activity or facility for which a fee is charged.

Cottage industry: manufacturing business operated in a residence or accessory structure owned and operated by the full-time residents on the premises when under county permit and with no more than three outside employees.

Counties: refers to the counties found within the National Scenic Area: namely, Hood River, Multnomah, and Wasco in Oregon, and Clark, Skamania, and Klickitat in Washington.

Cultural resources: prehistoric or historic properties and traditional use areas (see archeological and prehistoric cultural resources, historic structures and facilities, and spiritual, sacred and traditional use sites).

Cultural resource significance: quality of a historic, prehistoric, or traditional cultural property that meets the criteria for eligibility to the National Register of Historic Places.

Cultural resource survey: systematic and complete examination of a parcel, or an examination of a parcel through the use of various sampling procedures which may be judged to equate to a complete examination.

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 human change to improved or unimproved real estate, including, but not limited to, the construction of buildings, structures or accessory structures; the construction of additions or substantial alterations to buildings, structures or accessory structures; the placement of buildings or structures; ditching, lagooning, dredging, filling, grading, paving, excavation or drilling operations; and the extraction of earthen materials.

Dispersed campsites: undeveloped, single unit campsites which are often accessed by foot only. Camp units are often screened from other individual party units.

Dispersed recreation: recreational opportunities that are characterized by low-density use, that are found on large areas of land or water, and that require few facilities.

Dwelling: shelter in which people live.

Endemic: plant and animal species that are restricted to the Gorge area.

Environmental education facility: structures built for the purpose of stimulating interest and educating people about the environment. The facility may include interpretive displays, restrooms, parking and a building.

Fishery: the act, process, occupation, or season of taking fish or other sea animals.

Forest lands: lands which were used or suitable for the production of forest products and, therefore, were designated forest lands.

Forest management plan: document submitted by a land owner which describes how the forest practices will be carried out while site productivity is maintained and the scenic, cultural, recreation, and natural resources are protected.

Forest practices: any activity pertaining to the growing or harvesting of commercial forest products.

Forest use: use of the land for the management, production, and harvesting of forest products including lumber, fiber, and other forest products, and the conservation of water, soil, and natural resources.

Historic park: visitor facility designed to interpret cultural history. The development may include historic reconstructions, a visitor center, restrooms, parking, areas used for living history programs, and interpretive displays.

Historic structures and facilities: standing or above-ground structures, facilities, and other features of at least 50 years of age, including canals, pipelines, tunnels, and flumes, which are potentially eligible to the National Register of Historic Places, or are eligible to state or local historic building inventories.

Home occupation: any occupation or profession carried on entirely within a residence or accessory structure by a member of the family residing in the dwelling when carried on under county permit. This includes, but is not limited to, bed and breakfast facilities having no more than two guest rooms, and commercial guide services.

Indian tribes: as used in the Act, means 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.

Industrial uses: in general, any use primarily involved in:

- assembly or manufacture of goods or products;
- processing or reprocessing of raw materials, processing of recyclable materials, or non-locally produced agricultural products;
- storage or warehousing, handling, or distribution of manufactured goods or products, raw materials, agricultural products or recyclable materials for the purposes other than retail sale and service; or
- production of hydro-electric power for commercial purposes.

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.

Interim guidelines: any interim guidelines developed by the Secretary pursuant to section 10 of the Act, and any amendment, revision, or variance.

Key Viewing Areas (KVAs): areas from which large numbers of people view the Scenic Area landscape. These include: Historic Columbia River Highway; Crown Point; Interstate 84, including rest stops; Multnomah Falls; State Route 14; Beacon Rock; Highway 35 at Panorama Point; Cape Horn; Highway 197; Dog Mountain Trail; Cook Underwood Road; Rowena Plateau; Railroads on both sides of the River; Sorosis Park; Portland Women's Forum State Park; Tom McCall Point; Bridal Veil State Park; Larch Mountain; Beacon Rock State Park; Rooster Rock State Park; Bonneville Dam Visitor Centers; Columbia River. (Additional KVAs may be added by the Columbia River Gorge Commission)

Landscape settings: areas sharing visual resource characteristics of landform, vegetation and land use.

Land use ordinance: any ordinance adopted by a county or by the Commission pursuant to this Act, and including any amendment to, revision of, or variance from such ordinance.

Livestock feedlot: this term includes stockyards and commercial livestock finishing yards for cattle, sheep, swine and furbearers. 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.

Major development action: (Scenic Area Act, Section 2(j)): “any of the following:

1. subdivisions, partitions, and short plat proposals;
2. any permit for siting or construction outside urban areas of multi-family residential, industrial, or commercial facilities, except such facilities as are included in the recreation assessment;
3. 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 areas used for the production of forest products; and
4. permits for siting or construction within a special management area of any residence or other related major structure on any parcel of land less than forty acres in size.

Major travel corridors: State Route 14, Interstate 84, Historic Columbia River Highway, Larch Mt. Road, rail roads.

Marina: area of concentrated small boat mooring, where ancillary facilities may be provided for some or all of such services as fueling, sewage pumpout, boat launching, boat repair, and boat storage.

Mitigation: (from 40 CFR 1508.2) mitigation includes 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.

Natural resources: naturally occurring features including land, water, air, plants, animals, fish, and their habitats.

New transportation facilities: transportation facility that does not currently exist. It does not mean the realignment or expansion of an existing transportation facility.

Open space: unimproved lands not designated for another use in the National Scenic Area Management Plan and includes the following:

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 on the 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.

PAOT: people at one time.

Pre-existing residential areas: applied to limited areas in the SMAs where existing residences are clustered on small lots and residential infrastructure (roads, utilities) are provided to serve the residents. There are two pre-existing residential areas in the SMAs: Rowena Dell Subdivision in Wasco County, and Latourell Subdivision in Multnomah County.

Recreation assessment: assessment of the recreation resources and opportunities for enhancement of these resources which include:

1. identification of areas suitable for designation by the Commission pursuant to section 6 of the Act for 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;

2. identification of areas suitable for other public use facilities, including but not limited to educational and interpretive facilities, campsites, picnic areas, boat launch facilities, and river access areas; and

3. identification of areas, subject to the treaty and other rights of Indian tribes, suitable for use to increase access for recreation purposes to the Columbia River and its tributaries.

Recreation setting: bio-physical, social and managerial environment in which recreation takes place.

Residential development: permitting for siting or construction of any residence or other related major structure.

Resource-based recreation: this term describes recreational activities, uses, or facilities that essentially depend on the unique natural, scenic, or cultural resources found within the National Scenic Area. Resource-based recreation does not adversely affect those resources upon which it depends.

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 other developed facilities are not.

Riparian area: the zone along Class I through IV streams, lakes and reservoirs, wetlands, seeps, and springs where the vegetation is adapted to wet soils and occasional flooding.

Scenic Area: the Columbia River Gorge National Scenic Area established by Congress.

Secretary: the Secretary of Agriculture.

Sensitive species: those species of plants or animals that have appeared in 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 list, or that are recognized by the Regional Forester as needing special management to prevent their being placed on Federal or state lists.

Short plat: creation of two to four lots in accordance with Washington State Statute. Applies only to developments in Washington.

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 matter is made visible. The meaning of "sign" shall also include any sign currently in disuse, but still visible from an out-of-doors position, and any frame or support structure erected specifically to bear or uphold a sign.

Site plan: drawings which show the location and scale of proposed facilities and include grading, utilities, planting and site details.

Special management areas: those areas within the Scenic Area that were so designated by Congress when the Act was signed into law.

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, historic, or prehistoric events, or a sacred area of native peoples, including associated sacred objects that may exist in the written or oral traditions of Native Americans or other ethnic groups; 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 history or contemporary information pertaining to spiritual uses.

Stable: building for the shelter and feeding of horses.

Stream classes:

Class I. Perennial or intermittent streams or segments thereof that have one or more of the following characteristics:

- Direct source of water for domestic use;
- Used by large numbers of fish for spawning, rearing or migration;
- Flow enough water to be a major contributor to the quantity of water in a class I stream.

Class II. Perennial or intermittent streams or segments thereof that have one or both of the following characteristics:

- Used by moderate though significant numbers of fish for spawning, rearing, or migration;

•Flow enough water to be a moderate or not clearly identifiable contributor to the quantity of water in a Class I stream, or be a major contributor to a Class II stream.

Class III. All other perennial streams or segments thereof not meeting higher class criteria.

Class IV. All other intermittent streams or segments thereof not meeting higher class criteria.

Structure: any wall, building or appurtenance.

Subdivision: creation of four or more lots in Oregon and five or more lots in Washington in accordance with each state's statute.

Threatened and endangered species: 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.

Trailhead: starting point and/or terminus of a trail. Associated developments may include a brochure box, signing, registration box or bench. Usually built in association with a parking area.

Tribal consultation: notification and conferring on a government-to-government basis with the affected tribal government(s) having ceded lands, treaty rights or traditional uses within the vicinity of an undertaking. Under the 106 process, the affected tribal government(s) will be a party in the 106 consulting process.

Urban areas: those areas within the National Scenic Area which are exempt from the management plan and, therefore, where commercial and most residential development will occur. Urban areas include: Cascade Locks, Hood River, Mosier, and The Dalles in Oregon, and Dallesport, Bingen, Carson, Home Valley, Lyle, North Bonneville, Stevenson, White Salmon, and Wishram in Washington.

Visitor facility: structure which may provide shelter, conveniences and information for visitors. Interpretive displays, restrooms and parking areas may be included in such a facility.

Vista overlook: a level, short-term parking area affording an extensive view.

Visually subordinate: describes development that repeats form, line, color, or texture common to the characteristic landscape such that the activity is not a dominant feature, or is not easily seen.

Wetlands: areas that are inundated or saturated by surface or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions.

Windsurfing facility: area designed to accommodate people pursuing the activity of windsurfing (boardsailing).

Winter range: habitat available to and used by big game, particularly deer and elk, during the winter months.

REFERENCES

- Allen, J.E. 1979. *The Magnificent Gateway*. The Timber Press, 9999 SW Wilshire, Portland, OR. 144 pp.
- Beckham, S.D., K.D. Toepel, R. Minor. 1988. *Prehistory of the Columbia River Gorge National Scenic Area, Oregon and Washington. Vol III: Cultural Resource Inventory Design*. Heritage Research Associates Report No. 75(3) prepared for the USDA Forest Service, Columbia River Gore National Scenic Area, Hood River, OR by the Heritage Research Associates, Inc., 1997 Garden Ave., Eugene, OR. 23 pp.
- Beckham, S.D., K.A. Toepel, R. Minor, and J. Reese. 1988. *Cultural Research Overview for the Columbia River Gorge National Scenic Area, Oregon and Washington*. Prepared for the USDA Forest Service, CRGNSA, Hood River, OR by the Heritage Research Associates, Inc., 1997 Garden Ave., Eugene, OR. 300 pp.
- Columbia Basin Fish and Wildlife Authority. 1990. *Integrated System Plan for Salmon and Steelhead Production in the Columbia River Basin*. Northwest Power Planning Council, Portland, OR. 449 pp.
- Columbia Gorge Access Committee. 1987. *Windsurfing Development and Potential on the Washington Shore of the Columbia River Gorge*. Columbia River Access Committee, PO Box 790, Stevenson, WA. 62 pp.
- Economics Research Associates. 1988. *Economic Opportunity Study: Columbia River Gorge National Scenic Area*. Prepared for the Columbia River Gorge Commission, White Salmon, WA. 280 pp.
- Envirosphere Co. and Beckwith Consulting Group. 1988. *Columbia River Gorge National Scenic Area: Recreation Demend Study*. Prepared for the Columbia River Gorge Commission by Envirosphere Co., 10900 N.E. 8th St., Bellevue, WA, and The Beckwith Consulting Group, Medina, WA. 116 pp.
- Jones and Jones. 1988. *Columbia River Gorge National Scenic Area: Recreation Overview*. Prepared for the USDA Forest Service, Pacific Northwest Region, Portland, OR. 70 pp.
- Legislative History. 1986. *Columbia River Gorge National Scenic Area*. Legislative History - H.R. 5705 (S. 2055): Congressional Record, Vol. 132.

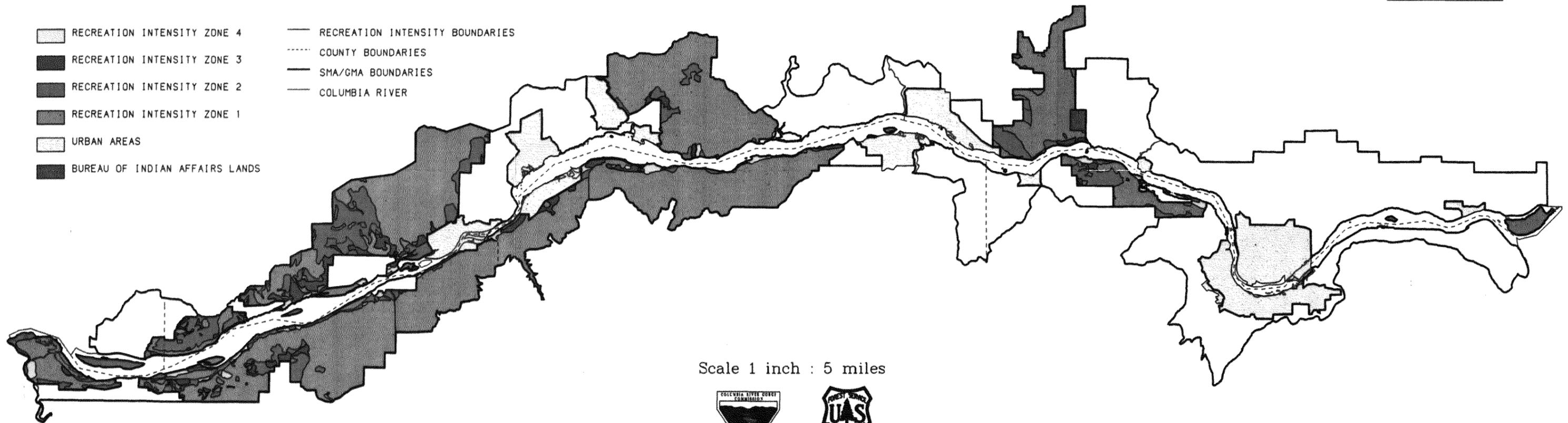
- Morse, K.S., and R.S. Anderson. 1988. *Tourism in the Columbia River Gorge: A Profile of Visitors, Accommodations, and Economic Impacts*. Washington Sea Grant Marine Advisory Services, 3716 Brooklyn Ave N.E., Seattle, WA. 91 pp.
- National Park Service. 1980. *Columbia River Gorge (Oregon/Washington): Study of Alternatives*. 244 pp.
- Oregon Employment Division. 1989. *Business and Employment Outlook 1990 & 1991; vol I: Economic Structure and Analysis, JTPA Districts 9 and 2*. Oregon Employment Division, The Dalles, OR.
- Oregon State Parks and Windsurfing Study Committee. 1986. *Columbia Gorge Windsurfing Study*. Oregon State Parks, Salem, OR.
- Povey, D., S. Keillor, M. Pruett, and S. Whyte. 1988. *Columbia River Gorge Sailboard Economics: The 1987 Season*. Prepared for the Columbia River Ports of Cascade Locks, Skamania, Hood River Klickitat, and The Dalles, and for the Columbia River Gorge Commission, and the Oregon State Tourism Division by the University of Oregon. 81 pp.
- Public Law 99-663. 1986. *Columbia River Gorge National Scenic Area Act*. 100 STAT. 4274-4302. 99th Congress, Washington D.C.
- Washington State Employment Security Department. 1989. *Annual Demographic Information: Service Delivery Areas VII and IX*. Washington State Employment Security Department, Olympia, WA.
- Washington State Department of Ecology. 1988. *1988 Washington Wetland Study Report*. Olympia, WA.

Columbia River Gorge National Scenic Area

RECREATION INTENSITY ZONES



-  RECREATION INTENSITY ZONE 4
-  RECREATION INTENSITY ZONE 3
-  RECREATION INTENSITY ZONE 2
-  RECREATION INTENSITY ZONE 1
-  URBAN AREAS
-  BUREAU OF INDIAN AFFAIRS LANDS
-  RECREATION INTENSITY BOUNDARIES
-  COUNTY BOUNDARIES
-  SMA/GMA BOUNDARIES
-  COLUMBIA RIVER



Scale 1 inch : 5 miles

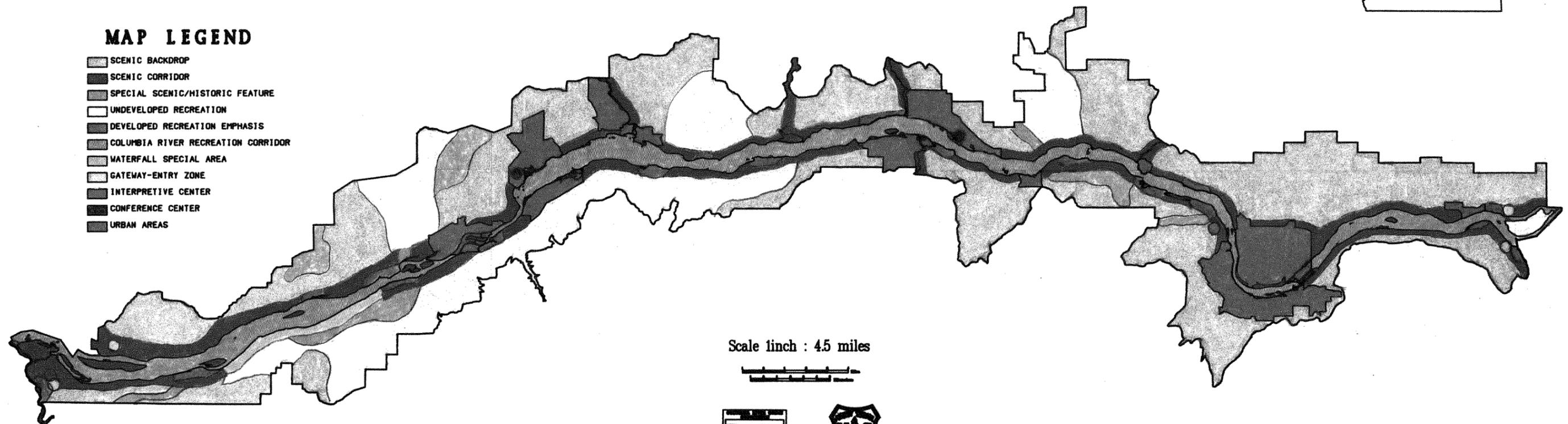


Columbia River Gorge National Scenic Area RECREATION CONCEPT PLAN



MAP LEGEND

-  SCENIC BACKDROP
-  SCENIC CORRIDOR
-  SPECIAL SCENIC/HISTORIC FEATURE
-  UNDEVELOPED RECREATION
-  DEVELOPED RECREATION EMPHASIS
-  COLUMBIA RIVER RECREATION CORRIDOR
-  WATERFALL SPECIAL AREA
-  GATEWAY-ENTRY ZONE
-  INTERPRETIVE CENTER
-  CONFERENCE CENTER
-  URBAN AREAS



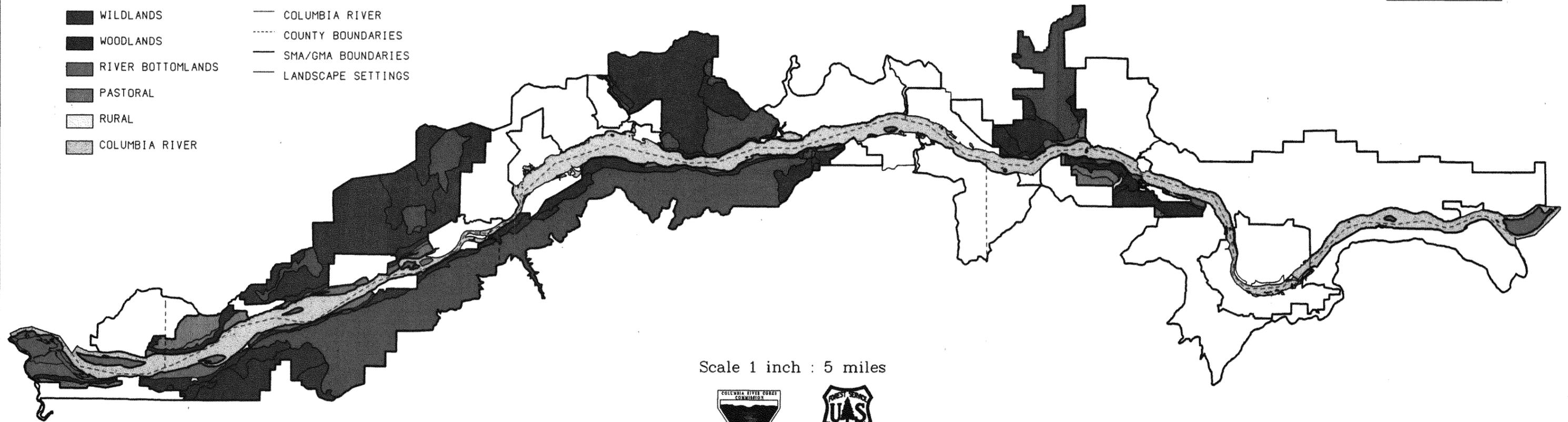
Scale 1inch : 4.5 miles



Columbia River Gorge National Scenic Area

LANDSCAPE SETTINGS

- WILDLANDS
- WOODLANDS
- RIVER BOTTOMLANDS
- PASTORAL
- RURAL
- COLUMBIA RIVER
- COLUMBIA RIVER
- COUNTY BOUNDARIES
- SMA/GMA BOUNDARIES
- LANDSCAPE SETTINGS



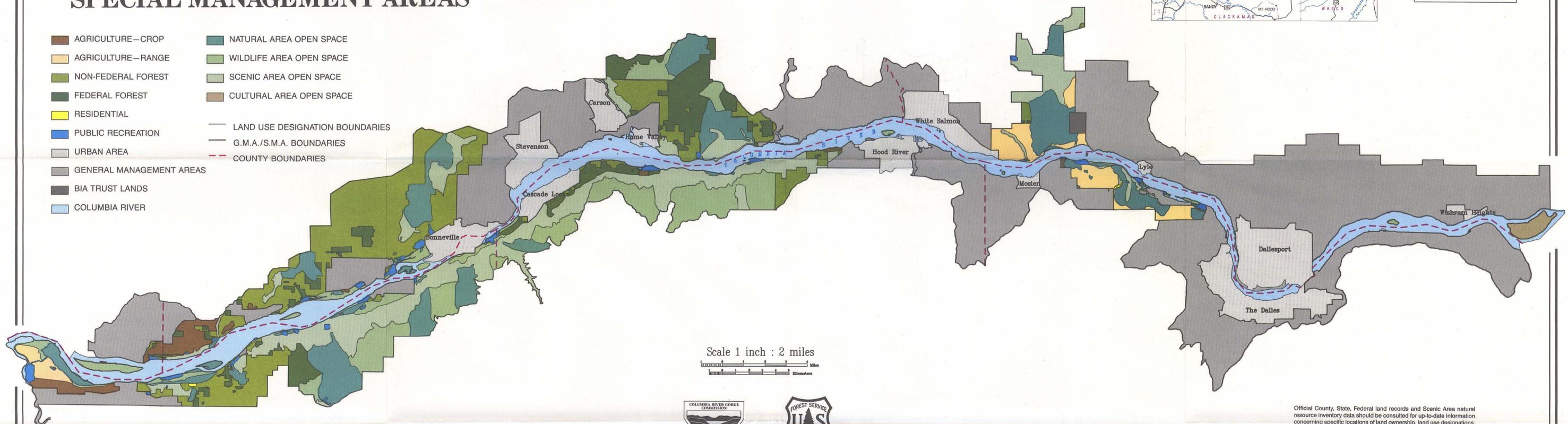
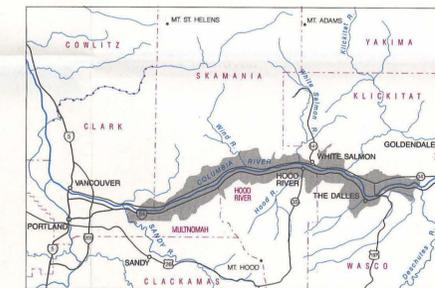
Scale 1 inch : 5 miles



Columbia River Gorge National Scenic Area

DRAFT LAND USE DESIGNATIONS SPECIAL MANAGEMENT AREAS

- AGRICULTURE—CROP
- AGRICULTURE—RANGE
- NON-FEDERAL FOREST
- FEDERAL FOREST
- RESIDENTIAL
- PUBLIC RECREATION
- URBAN AREA
- GENERAL MANAGEMENT AREAS
- BIA TRUST LANDS
- COLUMBIA RIVER
- NATURAL AREA OPEN SPACE
- WILDLIFE AREA OPEN SPACE
- SCENIC AREA OPEN SPACE
- CULTURAL AREA OPEN SPACE
- LAND USE DESIGNATION BOUNDARIES
- G.M.A./S.M.A. BOUNDARIES
- COUNTY BOUNDARIES



Scale 1 inch : 2 miles



Official County, State, Federal land records and Scenic Area natural resource inventory data should be consulted for up-to-date information concerning specific locations of land ownership, land use designations, and natural resources.
 Computer-generated map originals produced using Geographic Information System "ArcInfo" software by the U.S. Forest Service, Columbia River Gorge National Scenic Area.