

# MULTNOMAH COUNTY OREGON

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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  
CAROLINE MILLER • District 3 • 248-5217  
POLLY CASTERLINE • District 4 • 248-5213  
JANE McGARVIN • Clerk • 248-3277

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AGENDA OF  
MEETINGS OF THE MULTNOMAH COUNTY BOARD OF COMMISSIONERS  
FOR THE WEEK OF  
October 3 - 7, 1988

Tuesday, October 4, 1988 - 1:30 PM - Informal Meeting . . Page 2  
Thursday, October 6, 1988 - 9:30 AM - Formal. . . . . Page 3

Tuesday, October 4, 1988 - 1:30 PM

Multnomah County Courthouse, Room 602

*Executive Session -*

INFORMAL

OK

1. Informal Review of Bids and Requests for Proposals:  
a) Inmate Clothing/Requirements basis
2. Monthly Library Update - Sarah Long, Head Librarian
3. Briefing - Final Forest Service Management Plan - Columbia Gorge; and reports on Bi-State Commission assessments, and National Scenic Area federal monetary allocations - Kris Olson Rogers, Dick Benner (Time Certain - 2:00 pm)
4. Informal Review of Formal Agenda of October 6, 1988

Thursday, October 6, 1988, 9:30 AM

Multnomah County Courthouse, Room 602

Formal Agenda

REGULAR AGENDA

DEPARTMENT OF JUSTICE SERVICES

- R-1 List of Found/Unclaimed or Unidentified Property (88-4) which has been in possession of the Sheriff's Office for over 30 days submitted to the Board for appropriate dispossal in accordance with MCC 7.70

DEPARTMENT OF ENVIRONMENTAL SERVICES

- R-2 Orders accepting deeds for County Road Purposes:  
a) Rick D. Ulmer - Reed Road - No. 338  
b) Gene K. Lambird - Rebecca Sweetland - Sauvie Island Road No. 805  
c) Mary M. Riley - S.E. Foster Road - No. 81
- R-3 Orders accepting deeds for construction/maintenance of slopes:  
a) Glenn A. Widing - Regner Road  
b) Judith R. May - Regner Road

SERVICE DISTRICTS

(Recess as the Board of County Commissioners and reconvene as the Governing Body of the Service District

- R-4 Order accepting Quitclaim Deed from Dunthorpe Riverdale Service District to Palatine Hill Water District for sewer easement

(Recess as the Governing Body of the and reconvene as the Board of County Commissioners)

The following Decision of the Planning Commission of September 12, 1988 is reported to the Board for acknowledgement by the County Chair:

- R-5 CU 13-88 #3 - Approve, subject to a condition, conditional use request to develop this 2.69-acre Lot of Record with a non-resource related single family dwelling, plus an accessory building, in a MUF-19 zoning district, based on Findings and Conclusions

ORDINANCES - DEPARTMENT OF GENERAL SERVICES

- R-6 First Reading - An Ordinance relating to Fees and amending MCC 5.10

BOARD OF COUNTY COMMISSIONERS

- R-7 Budget Modification Nondept'l #9 making an appropriation transfer in the amount of \$7500 within Auditor's Office from Personal Services to Materials & Services (Professional Services) to pay for consultant to assist with transition between Elected Auditors and provide interim management of Auditor's Office

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 P.M., Channel 27 for Rogers Multnomah East subscribers  
Saturday 12:00 PM, Channel 21 for East Portland and East County subscribers

BIDS



# MULTNOMAH COUNTY OREGON

GLADYS McCOY  
COUNTY CHAIR

DEPARTMENT OF GENERAL SERVICES  
PURCHASING SECTION  
2505 S.E. 11TH AVENUE  
PORTLAND, OREGON 97202  
(503) 248-5111

BOARD OF  
COUNTY COMMISSIONERS  
1988 SEP 28 PM 2:25  
MULTNOMAH COUNTY  
OREGON

## MEMORANDUM

**TO:** Jane McGarvin, Clerk of the Board  
**FROM:** Lillie M. Walker, Director, Purchasing Section  
**DATE:** September 28, 1988  
**SUBJECT:** FORMAL BIDS AND REQUESTS FOR PROPOSALS SCHEDULED FOR INFORMAL BOARD

The following Formal Bids and/or Professional Services Request for Proposals (RFPs) are being presented for Board review at the Informal Board on Tuesday, October 4, 1988.

Bid/RFP No.	Description/Buyer	Initiating Department
B82-150-3145	INMATE CLOTHING/REQUIREMENTS BASIS	MCSO
	<b>Buyer:</b> Jan M. Goddard <b>Ex. 5111</b>	<b>Contact:</b> Sgt. Jacobs <b>Phone:</b> 255-3600
	<b>Buyer:</b> <b>Ex. 5111</b>	<b>Contact:</b> <b>Phone:</b>
	<b>Buyer:</b> <b>Ex. 5111</b>	<b>Contact:</b> <b>Phone:</b>

cc: Gladys McCoy, County Chair  
Board of County Commissioners  
Linda Alexander, Director, DGS  
Commissioner Caroline Miller/332

Copies of the bids and RFPs are available from the Clerk of the Board.

TO: DAILY JOURNAL OF COMMERCE

Please run the following Classified Advertisement as indicated below, under your "CALL FOR BID" section

MULTNOMAH COUNTY

Proposals Due: October 18, 1988 at 2:00 P.M.

Proposal No. B82-150-3145

Sealed proposals will be received by the Director of Purchasing, 2505 S.E. 11th Ave., Portland, OR 97202 for:

Inmate Clothing on a Requirements Basis

as per specifications on file with the Purchasing Director. No proposal will be received or considered unless the proposal contains a statement by the bidder as part of his bid that the requirements of ORS 279.350 shall be included. Multnomah County reserves the right to reject any or all proposals.

Specifications may be obtained at: Multnomah County Purchasing Section  
2505 S.E. 11th Avenue  
Portland, OR 97202  
(503) 248-5111

Lillie M. Walker, Director  
Purchasing Section

PUBLISH: October 6, 7 & 10, 1988

AD2:PURCH2

DATE SUBMITTED September 27, 1988

(For Clerk's Use)

Meeting Date \_\_\_\_\_

Agenda No. \_\_\_\_\_

*Informal*

REQUEST FOR PLACEMENT ON THE AGENDA

Subject: Monthly Library Update

Informal Only\* October 4, 1988  
(Date)

Formal Only \_\_\_\_\_  
(Date)

DEPARTMENT Nondepartmental/Chair's Office DIVISION \_\_\_\_\_

CONTACT Mike Dolan TELEPHONE 248-3308

\*NAME(s) OF PERSON MAKING PRESENTATION TO BOARD Sarah Long

**BRIEF SUMMARY** Should include other alternatives explored, if applicable, and clear statement of rationale for the action requested.

Monthly Library Update

(IF ADDITIONAL SPACE IS NEEDED, PLEASE USE REVERSE SIDE)

ACTION REQUESTED:

INFORMATION ONLY     PRELIMINARY APPROVAL     POLICY DIRECTION     APPROVAL

INDICATE THE ESTIMATED TIME NEEDED ON AGENDA 15 minutes

IMPACT:

PERSONNEL  
 FISCAL/BUDGETARY  
     General Fund  
 Other \_\_\_\_\_

BOARD OF  
COUNTY COMMISSIONERS  
1988 SEP 28 AM 9:12  
MULTNOMAH COUNTY  
OREGON

SIGNATURES:

DEPARTMENT HEAD, ELECTED OFFICIAL, or COUNTY COMMISSIONER: Bladys McCoy

BUDGET / PERSONNEL \_\_\_\_\_

COUNTY COUNSEL (Ordinances, Resolutions, Agreements, Contracts) \_\_\_\_\_

OTHER \_\_\_\_\_  
(Purchasing, Facilities Management, etc.)

NOTE: If requesting unanimous consent, state situation requiring emergency action on back.

MULTNOMAH COUNTY  
**LIBRARY**

Administrative Offices (503) 221-7724 • 205 N.E. Russell St. • Portland, Oregon 97212-3708

Sarah Ann Long, Library Director

Library Director's Office  
Library Administration Building  
221-7731

MEMORANDUM

TO: Multnomah County Commissioners  
FROM: Sarah Long *OPAL*  
RE: Library activities  
DATE: October 4, 1988

CIRCULATION INCREASES

I am pleased to report that August 1988 was a banner month for the library. We experienced a 17 percent increase in circulation system wide with almost every single agency showing impressive gains. For example, the Albina branch increased 54 percent and the St. Johns branch increased 40 percent. In part, St. Johns increase was due to the introduction of a video tape collection. The Midland library, which also had a new video collection experienced a 34 percent increase. The Albina branch is still increasing due to its new refurbishment. Flyers distributed door-to-door were an incentive, too. Central Library noted a 16 percent increase in circulation and a whopping 32 percent increase in reference questions answered.

RECIPROCAL BORROWING

A region wide publicity effort to promote reciprocal borrowing arrangements is now under way. Entitled, "MIX", for Metropolitan Interlibrary Exchange. The themes and art work are almost ready and mock ups of the brochure have been sent to Clackamas and Washington Counties for their approval. There will be billboards and other community publicity as well.

I have written to Sharon Hammer, the new director of the Ft. Vancouver Regional Library, to ask that a new arrangement be drawn up so that we can be paid for imbalances in library service beginning January 1. An imbalance of over \$5,000 was noted in the May 1988 sampling. Her first response to my suggestion was not positive. Therefore the Ft. Vancouver information will not be a part of the MIX since we might have to end our agreement with the system at the end of the calendar year.

SUMMER READING CLUB

The summer reading club has had a modest but sound increase over the last year. In part, this increase is directly attributable to participation in the young adult summer reading club. Figures are as follows:

- o preschoolers registered 1,183  
preschoolers finished 639
- o elementary children registered 3,565  
elementary children finished 1,645
- o young adults registered 1,073  
young adults finished 465
- o total registered 5,821 (an increase of 7.9% over last year)  
total finished 2,749 (an increase of 9% over last year)
- o total program attendance 13,922 (an increase of 15.5% over last year)

cocomoct

*Columbian, Weds., Sept. 23, 1986*

# Opinion

## Library budgets suffer; censors broaden scope

Last Friday afternoon, the Clark County Sheriff's Department and Prosecutor Art Curtis launched a war to cleanse smut from local videocassette rental operations. They hit one store hard as a warning to other stores to censor offerings or face arrest and prosecution.

The effort is sanctioned by a June 23 state Supreme Court 5-4 decision in which the deciding vote was cast by a justice who has since retired. The crusade may be expensive and could divert resources from other areas of law enforcement, but the officials consider their crusade worthwhile. They are following community standards as expressed by a highly vocal but fairly small group of pornography foes.

In the meantime, the trustees of the Fort Vancouver Regional Library are facing the fact that \$4,000 may be too much to pay to give Clark, Skamania and Klickitat county residents the right to borrow books at no charge from the Multnomah County Library. The Fort Vancouver system is under a tax lid and must make cuts. The Multnomah County system is cut off from the Oregon income tax paid by many Clark County residents who work in Portland and thus are most likely to take advantage of the reciprocal borrowing arrangement. So the Oregon system has to charge the Washington system for the 5,000-book difference between what Washingtonians borrow in Portland and Oregonians borrow in Washington.

The two stories are not directly related, but both illuminate society's values. While tax support for libraries is narrowed and restricted, law enforcement gets a growing share that officers and prosecutors may use with considerable discretion.

The decision to restrict funding for libraries is public and political. Legislators will increase library taxing authority when constituents say they want better libraries.

The move against smut by the sheriff and prosecutor must also be seen as essentially political. They are oiling a squeaky wheel; they are not responding to a real, demonstrated need for action. Filthy movies recorded electronically on reels of mylar film encased in black plastic do not commit burglaries or vandalize property or otherwise affront public safety. Research suggests that bloody, violent horror and fantasy movies do more harm than do movies about sexual perversity.

Curtis asserted that he is mostly interested in giving the community the opportunity, through trial by jury, of drawing the lines around what is acceptable. No matter how elevated his motives, however, the effect of the first skirmish in his crusade is to intimidate video dealers. They know that they too will face the trouble and humiliation of arrest and potential prosecution if they do not attend closely to the guidelines and lists issued by the prosecutor and sheriff.

preneurial management into its own system. It has to adopt policies that create throughout the entire organization the desire to innovate and the habits of entrepreneurship and innovation. To be a successful entrepreneur, the existing business, large or small, has to be managed as an entrepreneurial business.

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### Entrepreneurship in the Service Institution

#### I

Public-service institutions such as government agencies, labor unions, churches, universities, and schools, hospitals, community and charitable organizations, professional and trade associations and the like, need to be entrepreneurial and innovative fully as much as any business does. Indeed, they may need it more. The rapid changes in today's society, technology, and economy are simultaneously an even greater threat to them and an even greater opportunity.

Yet public-service institutions find it far more difficult to innovate than even the most "bureaucratic" company. The "existing" seems to be even more of an obstacle. To be sure, every service institution likes to get bigger. In the absence of a profit test, size is the one criterion of success for a service institution, and growth a goal in itself. And then, of course, there is always so much more that needs to be done. But stopping what has "always been done" and doing something new are equally anathema to service institutions, or at least excruciatingly painful to them.

Most innovations in public-service institutions are imposed on them either by outsiders or by catastrophe. The modern university, for instance, was created by a total outsider, the Prussian diplomat Wilhelm von Humboldt. He founded the University of Berlin in 1809 when the traditional university of the seventeenth and eighteenth century had been all but completely destroyed by the French Revolution and the Napoleonic wars. Sixty years later, the modern American university came into being when the country's traditional colleges and universities were dying and could no longer attract students.

Similarly, all basic innovations in the military in this century, whether in structure or in strategy, have followed on ignominious malfunction or crushing defeat: the organization of the American Army and of its strategy by a New York lawyer, Elihu Root, Teddy Roosevelt's Secretary of War, after its disgraceful performance in the Spanish-American War; the reorganization, a few years later, of the British Army and its strategy by Secretary of War Lord Haldane, another civilian, after the equally disgraceful performance of the British in the Boer War; and the rethinking of the German Army's structure and strategy after the defeat of World War I.

And in government, the greatest innovative thinking in recent political history, America's New Deal of 1933-36, was triggered by a Depression so severe as almost to unravel the country's social fabric.

Critics of bureaucracy blame the resistance of public-service institutions to entrepreneurship and innovation on "timid bureaucrats," on time-servers who "have never met a payroll," or on "power-hungry politicians." It is a very old litany—in fact, it was already hoary when Machiavelli chanted it almost five hundred years ago. The only thing that changes is who intones it. At the beginning of this century, it was the slogan of the so-called liberals and now it is the slogan of the so-called neo-conservatives. Alas, things are not that simple, and "better people"—that perennial panacea of reformists—are a mirage. The most entrepreneurial, innovative people behave like the worst time-serving bureaucrat or power-hungry politician six months after they have taken over the management of a public-service institution, particularly if it is a government agency.

The forces that impede entrepreneurship and innovation in a public-service institution are inherent in it, integral to it, inseparable from it.\* The best proof of this are the internal staff services in businesses, which are, in effect, the "public-service institutions" within business corporations. These are typically headed by people who have come out of operations and have proven their capacity to perform in competitive markets. And yet the internal staff services are not notorious as innovators. They are good at building empires—and they always want to do more of the same. They resist abandoning anything they are doing. But they rarely innovate once they have been established.

\*On the public-service institution and its characteristics, see the section on Performance in the Service Institution, Chapters 11-14, in *Management: Tasks, Responsibilities, Practices*.

There are three main reasons why the existing enterprise presents so much more of an obstacle to innovation in the public-service institution than it does in the typical business enterprise.

1. First, the public-service institution is based on a "budget" rather than being paid out of its results. It is paid for its efforts and out of funds somebody else has earned, whether the taxpayer, the donors of a charitable organization, or the company for which a personnel department or the marketing services staff work. The more efforts the public service institution engages in, the greater its budget will be. And "success" in the public-service institution is defined by getting a larger budget rather than obtaining results. Any attempt to slough off activities and efforts therefore diminishes the public-service institution. It causes it to lose stature and prestige. Failure cannot be acknowledged. Worse still, the fact that an objective has been attained cannot be admitted.

2. Second, a service institution is dependent on a multitude of constituents. In a business that sells its products on the market, one constituent, the consumer, eventually overrides all the others. A business needs only a very small share of a small market to be successful. Then it can satisfy the other constituents, whether shareholders, workers, the community, and so on. But precisely because public-service institutions—and that includes the staff activities within a business corporation—have no "results" out of which they are being paid, any constituent, no matter how marginal, has in effect a veto power. A public-service institution has to satisfy everyone; certainly, it cannot afford to alienate anyone.

The moment a service institution starts an activity, it acquires a "constituency," which then refuses to have the program abolished or even significantly modified. But anything new is always controversial. This means that it is opposed by existing constituencies without having formed, as yet, a constituency of its own to support it.

3. The most important reason, however, is that public-service institutions exist after all to "do good." This means that they tend to see their mission as a moral absolute rather than as economic and subject to a cost/benefit calculus. Economics always seeks a different allocation of the same resources to obtain a higher yield. Everything economic is therefore relative. In the public-service institution, there is no such thing as a higher yield. If one is "doing good," then there is no "better."

Indeed, failure to attain objectives in the quest for a "good" only means that efforts need to be redoubled. The forces of evil must be far more powerful than expected and need to be fought even harder.

For thousands of years the preachers of all sorts of religions have held forth against the "sins of the flesh." Their success has been limited, to say the least. But this is no argument as far as the preachers are concerned. It does not persuade them to devote their considerable talents to pursuits in which results may be more easily attainable. On the contrary, it only proves that their efforts need to be redoubled. Avoiding the "sins of the flesh" is clearly a "moral good," and thus an absolute, which does not admit of any cost/benefit calculation.

Few public-service institutions define their objectives in such absolute terms. But even company personnel departments and manufacturing service staffs tend to see their mission as "doing good," and therefore as being moral and absolute instead of being economic and relative.

This means that public-service institutions are out to maximize rather than to optimize. "Our mission will not be completed," asserts the head of the Crusade Against Hunger, "as long as there is one child on the earth going to bed hungry." If he were to say, "Our mission will be completed if the largest possible number of children that can be reached through existing distribution channels get enough to eat not to be stunted," he would be booted out of office. But if the goal is maximization, it can never be attained. Indeed, the closer one comes toward attaining one's objective, the more efforts are called for. For, once optimization has been reached (and the optimum in most efforts lies between 75 and 80 percent of theoretical maximum), additional costs go up exponentially while additional results fall off exponentially. The closer a public-service institution comes to attaining its objectives, therefore, the more frustrated it will be and the harder it will work on what it is already doing.

It will, however, behave exactly the same way the less it achieves. Whether it succeeds or fails, the demand to innovate and to do something else will be resented as an attack on its basic commitment, on the very reason for its existence, and on its beliefs and values.

These are serious obstacles to innovation. They explain why, by and large, innovation in public services tends to come from new ventures rather than from existing institutions.

The most extreme example around these days may well be the labor

union. It is probably the most successful institution of the century in the developed countries. It has clearly attained its original objectives. There can be no more "more" when the labor share of gross national product in Western developed countries is around 90 percent—and in some countries, such as Holland, close to 100 percent. Yet the labor union is incapable of even thinking about new challenges, new objectives, new contributions. All it can do is repeat the old slogans and fight the old battles. For the "cause of labor" is an absolute good. Clearly, it must not be questioned, let alone redefined.

The university, however, may not be too different from the labor union, and in part for the same reason—a level of growth and success second in this century only to that of the labor union.

Still there are enough exceptions among public-service institutions (although, I have to admit, not many among government agencies) to show that public-service institutions, even old and big ones, can innovate.

One Roman Catholic archdiocese in the United States, for instance, has brought in lay people to run the diocese, including a married lay woman, the former personnel vice-president of a department store chain, as the general manager. Everything that does not involve dispensing sacraments and ministering to congregations is done by lay professionals and managers. Although there is a shortage of priests throughout the American Catholic Church, this archdiocese has priests to spare and has been able to move forward aggressively to build congregations and expand religious services.

One of the oldest of scientific societies, the American Association for the Advancement of Science, redirected itself between 1960 and 1980 to become a "mass organization" without losing its character as a leader. It totally changed its weekly magazine, *Science*, to become the spokesman for science to public and government, and to be the authoritative reporter on science policy. And it created a scientifically solid yet popular mass circulation magazine for lay readers.

A large hospital on the West Coast recognized, as early as 1965 or so, that health care was changing as a result of its success. Where other large city hospitals tried to fight such trends as those toward hospital chains or freestanding ambulatory treatment centers, this institution has been an innovator and a leader in these developments. Indeed, it was the first to build a freestanding maternity center in which the expectant mother is given a motel room at fairly low cost, yet with all

the medical services available should they be needed. It was the first to go into freestanding surgical centers for ambulatory care. But it also started to build its own voluntary hospital chain, in which it offers management contracts to smaller hospitals throughout the region.

Beginning around 1975, the Girl Scouts of the U.S.A., a large organization dating back to the early years of the century with several million young women enrolled, introduced innovations affecting membership, programs, and volunteers—the three basic dimensions of the organization. It began actively to recruit girls from the new urban middle classes, that is, blacks, Asians, Latins; these minorities now account for one-fifth of the members. It recognized that with the movement of women into professions and managerial positions, girls need new programs and role models that stress professional and business careers rather than the traditional careers as homemaker or nurse. The Girl Scouts management people realized that the traditional sources for volunteers to run local activities were drying up because young mothers no longer were sitting at home searching for things to do. But they recognized, too, that the new professional, the new working mother represents an opportunity and that the Girl Scouts have something to offer her; and for any community organization, volunteers are the critical constraint. They therefore set out to make work as a volunteer for the Girl Scouts attractive to the working mother as a good way to have time and fun with her child while also contributing to her child's development. Finally, the Girl Scouts realized that the working mother who does not have enough time for her child represents another opportunity: they started Girl Scouting for preschool children. Thus, the Girl Scouts reversed the downward trend in enrollment of both children and volunteers, while the Boy Scouts—a bigger, older, and infinitely richer organization—is still adrift.

## II

### ENTREPRENEURIAL POLICIES

These are all American examples, I fully realize. Doubtless, similar examples are to be found in Europe or Japan. But I hope that these cases, despite their limitations, will suffice to demonstrate the entrepreneurial policies needed in the public-service institution to make it capable of innovation.

1. First, the public-service institution needs a clear definition of its mission. What is it trying to do? Why does it exist? It needs to focus on objectives rather than on programs and projects. Programs and projects are means to an end. They should always be considered as temporary and, in fact, short-lived.

2. The public-service institution needs a realistic statement of goals. It should say, "Our job is to assuage famine," rather than, "Our job is to eliminate hunger." It needs something that is genuinely attainable and therefore a commitment to a realistic goal, so that it can say eventually, "Our job is finished."

There are, of course, objectives that can never be attained. To administer justice in any human society is clearly an unending task, one that can never be fully accomplished even to modest standards. But most objectives can and should be phrased in optimal rather than in maximal terms. Then it is possible to say: "We have attained what we were trying to do."

Surely, this should be said with respect to the traditional goals of the schoolmaster: to get everyone to sit in school for long years. This goal has long been attained in developed countries. What does education have to do now, that is, what is the meaning of "education" as against mere schooling?

3. Failure to achieve objectives should be considered an indication that the objective is wrong, or at least defined wrongly. The assumption has then to be that the objective should be economic rather than moral. If an objective has not been attained after repeated tries, one has to assume that it is the wrong one. It is not rational to consider failure a good reason for trying again and again. The probability of success, as mathematicians have known for three hundred years, diminishes with each successive try; in fact, the probability of success in any succeeding try is never more than one-half the probability of the preceding one. Thus, failure to attain objectives is a *prima facie* reason to question the validity of the objective—the exact opposite of what most public-service institutions believe.

4. Finally, public-service institutions need to build into their policies and practices the constant search for innovative opportunity. They need to view change as an opportunity rather than a threat.

The innovating public-service institutions mentioned in the preceding pages succeeded because they applied these basic rules.

In the years after World War II, the Roman Catholic Church in the

United States was confronted for the first time with the rapid emergence of a well-educated Catholic laity. Most Catholic dioceses, and indeed most institutions of the Roman Catholic Church, perceived in this a threat, or at least a problem. With an educated Catholic laity, unquestioned acceptance of bishop and priest could no longer be taken for granted. And yet there was no place for Catholic lay people in the structure and governance of the Church. Similarly, all Roman Catholic dioceses in the United States, beginning around 1965 or 1970, faced a sharp drop in the number of young men entering the priesthood—and perceived this as a major threat. Only one Catholic archdiocese saw both as opportunities. (As a result, it has a different problem. Young priests from all over the United States want to enter it; for in this one archdiocese, the priest gets to do the things he trained for, the things which he entered the priesthood to do.)

All American hospitals, beginning in 1970 or 1975, saw changes coming in the delivery of health care. Most of them organized themselves to fight these changes. Most of them told everybody that “these changes will be catastrophic.” Only the one hospital saw in them opportunities.

The American Association for the Advancement of Science saw in the expansion of people with scientific backgrounds and working in scientific pursuits a tremendous opportunity to establish itself as a leader, both within the scientific community and outside.

And the Girl Scouts looked at demographics and said: “How can we convert population trends into new opportunities for us?”

Even in government, innovation is possible if simple rules are obeyed. Here is one example.

Lincoln, Nebraska, 120 years ago, was the first city in the Western world to take into municipal ownership public services such as public transportation, electric power, gas, water, and so on. In the last ten years, under a woman mayor, Helen Boosalis, it has begun to privatize such services as garbage pickup, school transportation, and a host of others. The city provides the money, with private businesses bidding for the contracts; there are substantial savings in cost and even greater improvements in service.

What Helen Boosalis has seen in Lincoln is the opportunity to separate the “provider” of public services, that is, government, and the “supplier.” This makes possible both high service standards and the efficiency, reliability, and low cost which competition can provide.

The four rules outlined above constitute the *specific* policies and practices the public-service institution requires if it is to make itself entrepreneurial and capable of innovation. In addition, however, it also needs to adopt those policies and practices that any existing organization requires in order to be entrepreneurial, the policies and practices discussed in the preceding chapter, *The Entrepreneurial Business*.

### III

#### THE NEED TO INNOVATE

Why is innovation in the public-service institution so important? Why cannot we leave existing public-service institutions the way they are, and depend for the innovations we need in the public-service sector on new institutions, as historically we have always done?

The answer is that public-service institutions have become too important in developed countries, and too big. The public-service sector, both the governmental one and the nongovernmental but not-for-profit one, has grown faster during this century than the private sector—maybe three to five times as fast. The growth has been especially fast since World War II.

To some extent, this growth has been excessive. Wherever public-service activities can be converted into profit-making enterprises, they should be so converted. This applies not only to the kind of municipal services the city of Lincoln, Nebraska, now “privatizes.” The move from non-profit to profit has already gone very far in the American hospital. I expect it to become a stampede in professional and graduate education. To subsidize the highest earners in developed society, the holders of advanced professional degrees, can hardly be justified.

A central economic problem of developed societies during the next twenty or thirty years is surely going to be capital formation; only in Japan is it still adequate for the economy’s needs. We therefore can ill afford to have activities conducted as “non-profit,” that is, as activities that devour capital rather than form it, if they can be organized as activities that form capital, as activities that make a profit.

But still the great bulk of the activities that are being discharged in and by public-service institutions will remain public-service activities, and will neither disappear nor be transformed. Consequently, they have to be made producing and productive. Public-service institutions

will have to learn to be innovators, to manage themselves entrepreneurially. To achieve this, public-service institutions will have to learn to look upon social, technological, economic, and demographic shifts as opportunities in a period of rapid change in all these areas. Otherwise, they will become obstacles. The public-service institutions will increasingly become unable to discharge their mission as they adhere to programs and projects that cannot work in a changed environment, and yet they will not be able or willing to abandon the missions they can no longer discharge. Increasingly, they will come to look the way the feudal barons came to look after they had lost all social function around 1300: as parasites, functionless, with nothing left but the power to obstruct and to exploit. They will become self-righteous while increasingly losing their legitimacy. Clearly, this is already happening to the apparently most powerful among them, the labor union. Yet a society in rapid change, with new challenges, new requirements and opportunities, needs public-service institutions.

The public school in the United States exemplifies both the opportunity and the dangers. Unless it takes the lead in innovation it is unlikely to survive this century, except as a school for the minorities in the slums. For the first time in its history, the United States faces the threat of a class structure in education in which all but the very poor remain outside of the public school system—at least in the cities and suburbs where most of the population lives. And this will squarely be the fault of the public school itself because what is needed to reform the public school is already known (see Chapter 9).

Many other public-service institutions face a similar situation. The knowledge is there. The need to innovate is clear. They now have to learn how to build entrepreneurship and innovation into their own system. Otherwise, they will find themselves superseded by outsiders who will create competing entrepreneurial public-service institutions and so render the existing ones obsolete.

The late nineteenth century and early twentieth century was a period of tremendous creativity and innovation in the public-service field. Social innovation during the seventy-five years until the 1930s was surely as much alive, as productive, and as rapid as technological innovation if not more so. But in these periods the innovation took the form of creating new public-service institutions. Most of the ones we have around now go back no more than sixty or seventy years in their present form and with their present mission. The next twenty or thirty years

will be very different. The need for social innovation may be even greater, but it will very largely have to be social innovation within the existing public-service institution. To build entrepreneurial management into the existing public-service institution may thus be the foremost political task of this generation.

DATE SUBMITTED 9/22/88

(For Clerk's Use)  
Meeting Date 10/4/88  
Agenda No. Item # 3

*Informal*

REQUEST FOR PLACEMENT ON THE AGENDA

Subject: Forest Service Management Plan--Columbia Gorge

Informal Only\* 10/4/88 Formal Only \_\_\_\_\_  
(Date) (Date)

DEPARTMENT BCC DIVISION Polly Casterline Dist. 4

CONTACT Chris Moir TELEPHONE 5443

\*NAME(S) OF PERSON MAKING PRESENTATION TO BOARD Kris Olson Rogers, Dick Benner

**BRIEF SUMMARY** Should include other alternatives explored, if applicable, and clear statement of rationale for the action requested.

Introduction of draft "Final Management Plan" for Columbia Gorge created by United States Forest Service. Defined as background briefing for October 20 public involvement fair and Board of County Commissioners' meeting in Corbett. In addition, there will be a discussion about the progress of the Bi-State Commission and the assessments they have completed. There will also be discussion concerning the federal monetary allocations to Oregon in the National Scenic Area.

(IF ADDITIONAL SPACE IS NEEDED, PLEASE USE REVERSE SIDE)

ACTION REQUESTED:

INFORMATION ONLY  PRELIMINARY APPROVAL  POLICY DIRECTION  APPROVAL

INDICATE THE ESTIMATED TIME NEEDED ON AGENDA 30 minutes

IMPACT:

PERSONNEL

FISCAL/BUDGETARY  
 -General Fund

Other \_\_\_\_\_

BOARD OF  
COUNTY COMMISSIONERS  
1988 SEP 22 PM 1:38  
MULTI-NOMAH COUNTY  
OREGON

SIGNATURES:

DEPARTMENT HEAD, ELECTED OFFICIAL, or COUNTY COMMISSIONER: Polly Casterline

BUDGET / PERSONNEL /

COUNTY COUNSEL (Ordinances, Resolutions, Agreements, Contracts) \_\_\_\_\_

OTHER \_\_\_\_\_  
(Purchasing, Facilities Management, etc.)

NOTE: If requesting unanimous consent, state situation requiring emergency action on back.



# SCENIC AREA MANAGEMENT PLAN THE PLANNING PROCESS

July, 1988

## MAPPING THE JOURNEY... A STAR TREK FOR THE SCENIC AREA PLAN

The popular television show, Star Trek, describes its mission as "...to explore new worlds, and to boldly go where no man (or woman) has gone before."

The Columbia River Gorge National Scenic Area legislation provides for exploration also...a star trek into a new type of partnership between states, counties and federal governments as they jointly develop a management plan.

This first depiction of our planning process is like a flight map to uncharted skies. Our plan shows where we want to go and, in the broadest sense, how to get there. We suspect that we will find some paths are rougher or easier than others. We will encounter a few deadends, need to retrace our steps, or look at alternative routes along the way.

The flight plan was jointly charted by an alliance of the Commission and Forest Service staffs. Each member brought to the conceptualization individual missions, perspectives and capabilities, much as Mr. Sulu, Bones and Dr. Spock brought to the operation of their Star Ship Enterprise. The completed plan was approved in June by the partnerships established in the legislation of Commissioners, counties and Forest Service.

We are using the latest technologies, state-of-the-art. In some cases, we are using warp drive and other theories before they have been tested.

This planning chart is the beginning of a long journey. Odds are high that you will be seeing a new chart a year from now-- but at least it keeps us pointed in the right direction--and it keeps us working in unison on a common course.

The same goes for the public involvement. The major public involvement steps are highlighted in conjunction with the major steps in the planning process where public involvement is most critical and will most likely affect the outcome. These major steps occur at five or six month intervals.

Public involvement is a circular, ongoing process orbiting around the plan and requiring a constant loop of listening, analyzing, making changes, and feedback. It is tempting to want to involve everyone all the time, but as with most projects, this reduces the quality of input, analysis and feedback, and can become so aimless as to throw the entire process into a black hole.

Many public contacts are occurring on a daily basis such as phone calls, a small town meeting, or a presentation to a local civic organization's weekly meeting. Public participation is a daily, ongoing process. The process reflected here only highlights the more formal stages.

We suspect that some folks will enjoy the Star Trek metaphor and will have great fun in drawing upon energizers, galaxy monsters, Mr. Spocks and warp speeds. So be it. We intend to have a little fun while we accept these new challenges.

Meanwhile, we hope this first glimpse of our planning process will encourage some questions from you. Planning or public participation suggestions to help us navigate the stars will be appreciated throughout our journey into the uncharted skies.

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USDA • Forest Service



Pacific Northwest Region

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Columbia River Gorge Commission



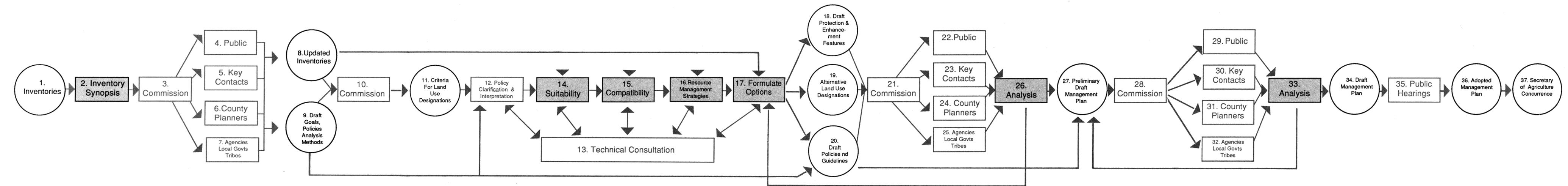
**PHASE 1** Problem and Need Identification/Goal and Policy Development 7/88 - 10/88

**PHASE 2** Resource Evaluation 11/88 - 7/89

**PHASE 3** Draft Alternative Evaluation 7/89 - 1/90

**PHASE 4** Plan Evaluation 1/90 - 6/90

**PHASE 5** Formal Adoption Summer 1990



**Summer 1988**  
Issue Scoping and Understanding the Planning Process

**Goals:** Listening & Validation  
**Methods:** Facilitated Town Hall Meetings  
Issues Questionnaire/Mailer (identifies preliminary issue areas, explains planning process, provides worksheet/input)  
Key Contact Meetings  
Technical Experts

**Fall 1988**  
Inventory Reviews & Preliminary Decision Criteria

**Goals:** Information and Validation of Inventory; Issues input on draft preliminary decision criteria (draft goals and policies)  
**Methods:** Canned Travel Show Mailer/Worksheet/Value Survey County Co-sponsored Meetings Agency Meeting Joint Tribal Meeting w/Cultural Resource Committee Technical Review Workshops Technical Review Workshops with County Planners

**May 1989**  
Resource Evaluations

**Goal:** Information: Maintain Visibility and Public Interest  
**Methods:** Mailers/Worksheets about decision criteria and tradeoffs Tradeoff Exercises Technical consultations w/Key Contacts, Planners, County Commissioners Agency Specialists, Tribes for input/update on criteria, tradeoffs, etc.

**July-January, 89-90**  
Formulating Alternatives

**Goals:** Active working Sessions and involvement in creating alternatives. Active listening; numerous changes based on public input.  
**Methods:** Travel shows explaining tradeoffs, draft alternative synopsis, sideboards, Q&As, maps; worksheets, agendas Series of workshops mainly w/Key Contacts, Planners, County Commissioners, Agency Specialists, for the public's advice on alternatives--numerous iterations, Town Hall Meetings co-sponsored with Counties Questionnaire/Information Packet/Mailer (easy to answer and analyze; establish sideboards; compare alternatives; provide definitions; each alternative shows linkage to issue areas.)

**April 1990**  
Choosing Preferred Alternative

**Goals:** Public advice on preferred alternative; acceptance/feedback.  
**Methods:** Meetings/workshops with Key Contacts, County Planners, Agencies & Tribes to select acceptable alternative. Will require several iterations. Mailer/Information Package (Issue Area resolution synopsis, displays, graphs, photos, fact sheet, response forms, rationale synopsis, pros & cons) Numerous Meetings w/County Commissioners, Key Contacts, Commissioners, County Planners, Tribes, other Agencies to inform others about rationale for preferred alternative & to get feedback to improve, create or select a new alternative.

**July 1990**  
Draft Plan Formal Public Hearings

**Goals:** Endorsements (local, regional, national)  
**Methods:** Marketing Package Public Hearings (Congressional involvement)

# The National Scenic Area Act

**In 1986 Congress devised a plan for protecting the Columbia River Gorge -- designating it a National Scenic Area.** The goal of that act is a coordinated regional management plan to be implemented through local county land use ordinances.

## The National Scenic Area Act has two purposes.

Congress' concern about the Gorge was not limited to a single resource. It wrote an act with dual purposes:

1. To protect and enhance the area's scenic, natural, cultural and recreation resources; and
2. To protect and support the local economy. This will be accomplished by encouraging growth to occur within 13 designated Urban Areas. Economic development can occur in other areas, if it is consistent with purpose number one.

The management plan is being developed by the Forest Service and Gorge Commission in three stages.

## The first stage, now drawing to a close, calls for inventories and assessments of Gorge resources.

As a foundation for future decision-making, the act mandated that inventories of Gorge resources be completed, along with a recreation assessment and an economic opportunity study. Most of these studies are completed, and information will be reviewed at a series of information open houses in October and November.

Much of the information was collected from local, state and federal resource and recreation agencies. Some informa-

tion was not available, and the Commission and Forest Service contracted to have it prepared.

A key purpose of the information open houses is to let people review all the data collected, and correct it if necessary.

## In the second stage the Forest Service and Commission will develop land use designations.

Ideas, comments and concerns about questions presented at the end of phase one will help develop planning objectives and land use designations. According to the act, designations will include agricultural land, forest land, open spaces, and areas suitable for commercial and residential development. Designations will be applied to all non-federal lands within the National Scenic Area.

When draft designations are mapped, the Commission and Forest Service will take them to the public for review and comment.

## The third stage calls for completion of the management plan.

Using information on the resources of the Gorge and considering opportunities to strengthen its economy, the Commission and Forest Service will draft policies to achieve the Act's two purposes. Those policies, plus land use designations and inventory information, will be incorporated in the management plan.

Public involvement will be an important element of drafting the plan. Public hearings will also be held before the plan is adopted.

## The management plan must meet several objectives.

The act lists specific standards for the management plan:

- ◆ It must protect and enhance agricultural land for agricultural uses, and allow conversion of agricultural land to open space, recreation development or forest land.
- ◆ It must protect and enhance forest land for forest uses, and allow conversion of forest land to agricultural land, recreation development or open spaces.
- ◆ It must protect and enhance open spaces, or undeveloped lands including scenic, cultural and historic areas, important ecological and natural areas, and potential and existing recreation areas.
- ◆ It must protect and enhance public and private recreation resources and educational and interpretive facilities.
- ◆ It must require that commercial and residential development outside of Urban Areas take place without adversely affecting the scenic, natural, cultural and recreational resources of the area.

## Gorge planning is a cooperative effort.

Congress recognized that the Commission and Forest Service alone could not accomplish the enormous task of preparing a management plan for the Columbia River Gorge. It directed that the two bodies consult federal, state and local governments and Indian tribes in developing the plan.

Once a plan is adopted, local counties will implement it through land use ordinances. Public hearings must take place before these ordinances are approved, according to the Act.

## NATURAL RESOURCES



**Natural resources are a major attraction in the Columbia River Gorge.** Early humans settled here because of the abundance of food and the temperate climate. Pioneers were drawn by the timber, fish and agricultural resources that led to economic growth in the region. Today the scenery, extensive recreation opportunities and unique plants and animals attract millions of visitors to the Gorge each year.

For the purposes of Gorge planning, the Commission and Forest Service consider natural resources to be land and aquatic areas that provide habitat for plants, animals, fish and waterfowl. Geologic landmarks and hazards, such as unstable hillsides and floodplains, are also included.

## What information has been collected?

State and federal agencies, universities and people within and outside the Gorge have been collecting information about its natural resources for decades. The Commission and Forest Service are assembling this information -- and gathering new data when necessary -- to provide a complete look at natural resources in the National Scenic Area. Studies show:

- ◆ There are many rare, endemic and beautiful plants in the Gorge. Author and Gorge wildflower expert Dr. Russ Jolley of Portland has mapped the locations of these significant plants.

Natural Heritage programs of Washington and Oregon are mapping outstanding botanical areas.

- ◆ The Gorge is known worldwide for its geology. Lava flows, landslides and great floods created landmarks like Beacon Rock, Multnomah Falls and the Bingen Syncline. Dr. John Eliot Allen of Portland has mapped and described these features.
- ◆ State and federal natural resource agencies are gathering information about fish and wildlife habitat, including wetlands. The scenic area provides habitat for waterfowl, raptors, shorebirds, game and nongame birds, mammals, reptiles and amphibians. There is also substantial big game habitat in the Gorge. The Columbia River and its tributaries support salmon, steelhead, sturgeon, trout, shad and many other species of fish.
- ◆ The diversity of wildlife in the Gorge is related to its diverse climate and vegetation. From east to west the vegetation changes from grassland to moist rainforest. Dr. Chris Kiilsgaard of Corvallis has identified and mapped 38 vegetation types in the Gorge.

## How will the information be used?

Congress mandated that natural resources of the Columbia River Gorge be protected and enhanced. The Commission and Forest Service will analyze habitat and geologic information to develop alternative ways to protect these resources.

After further review and comment, the Commission and Forest Service will adopt management plan policies to provide the necessary protection. The plan will also include measures to enhance natural resources.

## What decisions lie ahead?

Many difficult questions must be considered in protecting and enhancing natural resources.

Some natural resources are more sensitive than others. Which development and land uses threaten natural resources? How much residential use can occur in forested areas, for example, before wildlife habitat is lost?

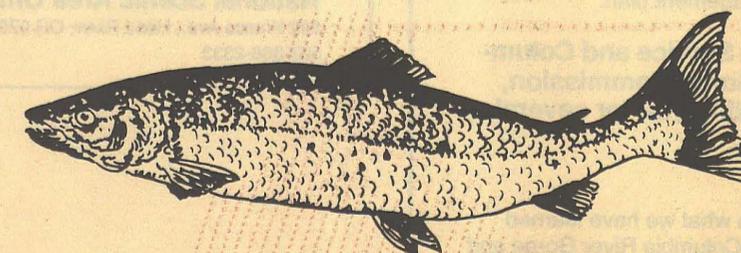
Can development be made compatible with natural resources? What measures can protect wetlands but still allow waterfront development?

Development is not the only threat to fish, wildlife or plant habitat. Recreation users can "love a resource to death." How can natural resources be enjoyed by the public yet be protected?

Many natural resources are on private land. How can they best be protected?

Some wildlife, fish and plants, such as camas and wapato, provide subsistence for the Native American tribes of the Gorge. How can these resources be protected for tribal use?

What can be done to enhance and restore lost habitat?



## For more information...

- ◆ Gorge Commissioners and Commission and Forest Service staff are available to talk to groups about the information open houses and Gorge planning. A 10-minute slide show is also available.
- ◆ Many of the studies referred to in this publication are available at most Gorge libraries and county planning offices. Executive summaries of studies are available at no charge from the Commission.

## Counties, Forest Service and Commission Co-sponsor Gorge Information Open Houses

The Columbia River Gorge Commission, USDA-Forest Service, and the six Gorge counties -- Wasco, Hood River and Multnomah in Oregon, and Klickitat, Skamania and Clark in Washington -- invite all interested people to a series of information open houses. Information collected about Gorge resources will be displayed and explained at the events, and people are invited to correct the data, if needed, and share their concerns and comments about planning questions. The open houses will be:

**Clark County -- Oct. 18, Clark County PUD,  
89 'C' Street, Washougal, 2-9 pm**

**Multnomah County -- Oct. 20, Corbett Christian Church,  
Mershon Road and Crown Point Highway, Corbett, 2-9 pm**

**Skamania County -- Oct. 25, Rock Creek Center,  
Second Street Extension, Stevenson, 2-9 pm**

**Wasco County -- Oct. 27, Mid-Columbia Senior Center,  
1112 W. 9th St., The Dalles, 2-9 pm**

**Hood River County -- Nov. 1, National Guard Armory,  
12th and Belmont Streets, Hood River, 2-9 pm**

**Klickitat County -- Nov. 3, Lyle High School,  
7th and Keasey Streets, Lyle, 2-9 pm**

**You have received this publication because you live in or near the Columbia River Gorge National Scenic Area, you own property within the area, or you have asked to be informed about Gorge planning.**

The National Scenic Area was created by Congress in 1986 to protect and enhance the scenic, natural, cultural and recreational resources of the Columbia River Gorge, and to support and protect the local economy. To achieve these purposes, Congress directed the U.S. Forest Service and the Columbia River Gorge Commission, created by the states of Oregon and Washington, to develop a regional management plan.

**The Forest Service and Columbia River Gorge Commission, are contacting you for several reasons:**

- ◆ To tell you what we have learned about the Columbia River Gorge and how that knowledge will be used.

- ◆ To invite you to attend open houses where information we have collected will be displayed. You are also invited to correct that information, if it is in error, and share your knowledge of the area.
- ◆ To acquaint you with some of the questions and issues that have

emerged as we studied the area, and to find out what you think about them.

- ◆ To let you know how the Commission and Forest Service will develop land use designations and policies, two elements of the management plan.

### Columbia River Gorge Commission

P.O. Box 730, White Salmon, WA 98672  
509-493-3323

### USDA-Forest Service National Scenic Area Office

902 Wasco Ave., Hood River, OR 97031  
503-386-2333



Bulk Rate  
Permit No. 76  
White Salmon, WA  
98672

### Who is the Columbia River Gorge Commission?

Members are:

Oregon county appointees -- Kristine Olson Rogers, Portland; Joyce Reining, Hood River, and Ray Matthew, The Dalles.

Oregon state appointees -- Stafford Hansell, Boardman; Don Clark, Portland; and Barbara Bailey, The Dalles.

Washington county appointees -- Bob Thompson, Brush Prairie; Nancy Sourek, Carson; and Pat Bleakney, Dallesport.

Washington state appointees -- Stuart Chapin, White Salmon; Gayle Rothrock, Vancouver; and Dave Cannard, Vancouver.

Secretary of Agriculture appointee -- Art DuFault, Forest Service National Scenic Area Manager, Hood River.

## Columbia River Gorge Commission

P.O. Box 730  
White Salmon, WA 98672  
(509) 493-3323



## USDA - Forest Service National Scenic Area Office

902 Wasco Ave.  
Hood River, OR 97031  
(503) 386-2333

October 1988

## We want to hear from you

As the first phase of planning for the Columbia River Gorge National Scenic Area draws to a close, a series of information open houses has been scheduled. Information collected about Gorge resources will be displayed and explained at the events, and you are invited to correct the data, if needed, and share your concerns and comments about planning.

The Columbia River Gorge Commission, Forest Service, and the six Gorge counties -- Wasco, Hood River and Multnomah in Oregon, and Klickitat, Skamania and Clark in Washington -- are co-sponsoring the events on:

- ◆ **Oct. 18 -- Clark County PUD, 89 'C' Street, Washougal, 2-9 pm**
- ◆ **Oct. 20 -- Corbett Christian Church, Mershon Road and Crown Point Highway, Corbett, 2-9 pm**

- ◆ **Oct. 25 -- Rock Creek Center, Second Street Extension, Stevenson, 2-9 pm**

- ◆ **Oct. 27 -- Mid-Columbia Senior Center, 1112 W. 9th St., The Dalles, 2-9 pm**

- ◆ **Nov. 1 -- National Guard Armory, 12th and Belmont Streets, Hood River, 2-9 pm**

- ◆ **Nov. 3, Lyle High School, 7th and Keasey Streets, Lyle, 2-9 pm**

The meetings will have an informal, open house format. Each will run from 2:00 pm to 9:00 pm, and you are invited to stop in at your convenience. At the open houses:

- ◆ Stations will display information gathered on recreation, land uses, economic development, and scenic, natural and cultural resources. Com-

mission and Forest Service planners and Commission members will be available to answer questions.

- ◆ Maps will be available to record your corrections to the inventory information, if necessary.

- ◆ Questionnaires will be available to record your comments, ideas, concerns and questions. Some of the questions are discussed in this publication. Ideas on how these questions can be resolved will become a key element in developing planning goals and objectives.

- ◆ A slide show will explain the National Scenic Area Act and the process of developing a management plan.

- ◆ A Children's Corner will offer activities for children ages five and up.

- ◆ Light refreshments will be served.

## PUBLIC INVOLVEMENT



The National Scenic Area Act is a balancing act of sorts. Land uses are balanced with protecting resources ... protecting resources is weighed against supporting the local economy ... providing new recreation is measured against protecting Indian treaty rights.

Important balancing questions have also been raised as the Commission and Forest Service study the area. How should \$10 million authorized for economic development grants and loans be spent? What is the best way to protect

small woodlots? How can people enjoy natural resources without harming them?

These are not yes-no, true-false questions. Answers will require balancing needs and priorities, concerns and perspectives. Solutions will also require listening to ideas from all sources -- local officials, city and community councils, agency specialists, residents, visitors and other concerned citizens.

The Forest Service and Columbia River Gorge Commission have scheduled infor-

mation open houses to find out what YOU think. At these meetings, we hope to hear from all organizations, interest groups, communities -- anyone and everyone concerned about the Columbia River Gorge.

Quality of life, lifestyle, recreation and economic development options all hinge on planning decisions that will be made after these open houses. To have your ideas be part of those decisions, we invite you to participate.

## CULTURAL RESOURCES



**Because man's presence in the Columbia River Gorge dates back more than 10,000 years, a rich assortment of cultural resources are found within the National Scenic Area.**

Cultural resources are the sites, structures and objects used by past generations, as well as non-material features such as traditions and oral histories. They provide information about past lifestyles and to many people have social and religious values.

In the Gorge cultural resources include prehistoric villages, rock art, Indian vision quest sites, and landmarks. Historic cultural resources include log cabins, barns, fort sites, wagon trails and vistas.

### What information has been collected?

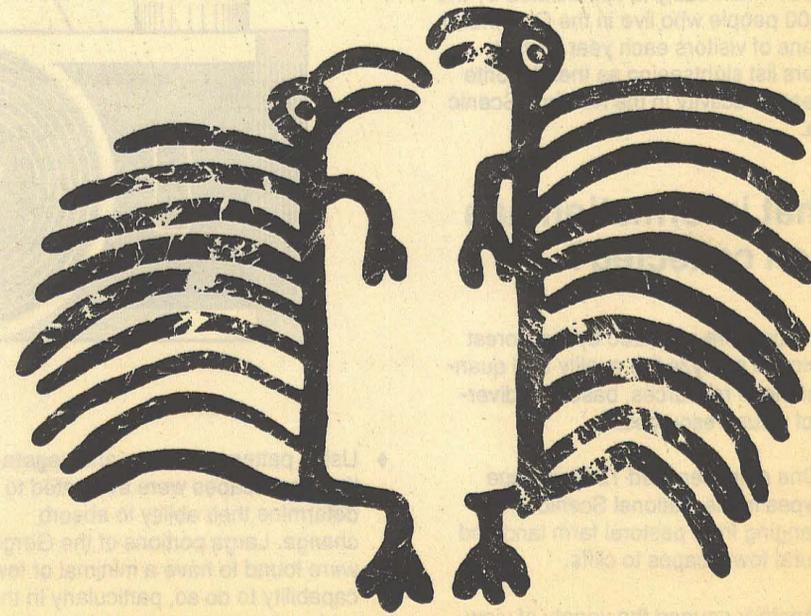
The National Scenic Area Act directs the Commission and Forest Service to inventory, protect and enhance cultural resources.

An inventory, prepared by Heritage Research Assoc. of Eugene, includes a literature overview, a site inventory of known cultural resources and a field survey strategy.

- ◆ The overview summarizes the written history of the Columbia River Gorge.
- ◆ The site inventory identifies 156 prehistoric sites and 290 historic sites located throughout the National Scenic Area.
- ◆ The field survey strategy identifies topographic features that are most likely to contain cultural resources and recommends a process for conducting future surveys and research.

### How will the information be used?

The inventory will help identify and determine the significance of cultural



resources within the National Scenic Area. Laws such as the Archaeological Resources Protection Act of 1979 help protect cultural resources on federal lands. On private lands, the National Scenic Area Act enables the Commission and Forest Service to use land use designations and other measures to protect cultural resources.

Enhancement may range from placing a significant site on the National Register of Historic Places to developing an area for public education and interpretation. The National Scenic Area Act authorizes \$10 million in federal funds for recreation facilities, including educational and interpretive facilities, and \$5 million for an interpretive center in Oregon.

### What decisions lie ahead?

Less than five percent of the National Scenic Area has been surveyed for cul-

tural resources. Because it is too costly and time-consuming to investigate the entire area, alternatives must be sought. One approach is to survey all areas that are likely to be developed in the near future. An alternative is to survey new development sites on a case-by-case basis.

A recent tourism study reported that the second most popular reason for visiting the Columbia River Gorge is to visit historic sites. Developing sites to meet this demand is a concern; interpretation and protection are not always compatible. Vandalism and illegal relic collection can be problems at cultural sites developed for public use.

Important questions must be considered before any site is interpreted for the public. Which sites are appropriate for interpretation? What measures can ensure that enhancement will not degrade or destroy a cultural resource?

## Table of Contents/What's Inside

This publication is divided into eight sections:

- ◆ Agricultural Land ... Page 3
- ◆ Recreation ..... Page 4
- ◆ Residential/Commercial Development ..... Page 5
- ◆ Economic Development ..... Pages 6, 7
- ◆ Forest Land ..... Page 8
- ◆ Scenic Resources .. Page 9

◆ Cultural Resources ... Page 10

◆ Natural Resources .... Page 11

The sections include a brief description of information collected by the Commission and Forest Service and how the information will be used. More complete planning summaries will be available at the information open houses.

In each of these areas questions and issues are also discussed. For example, how can recreation needs be met without straining facilities? How will increasing tourism affect the Gorge rural lifestyle?

How should \$10 million in federal economic development grants and loans be spent?

Only a few questions are listed here; others will occur to you. The Forest Service and Commission welcome your ideas and comments. At the open houses questionnaires will be available to record your thoughts.

If you are unable to attend the open houses and wish to receive copies of the questionnaire or planning summaries, contact the Gorge Commission or Forest Service offices.

## AGRICULTURAL LAND



**Agriculture in the Columbia River Gorge is varied, and distributed throughout the National Scenic Area.** It ranges from row crops and orchards to wheat, hay and rangelands.

Farm lands are often the most easily developed for residential and commercial uses. In the United States in recent decades farm land has been converted to non-farm uses at a rate of three million acres per year. In the National Scenic Area Act, Congress directed the Commission and Forest Service to protect and enhance land used or suitable for agriculture.

### What information has been collected?

To settle the dual questions about agricultural lands -- which are used for agriculture, and which are suitable for agriculture -- the Commission and Forest Service are looking at information including:

- ◆ An existing land use inventory, conducted by Cascade Planning Assoc. of White Salmon, which maps lands currently used for agriculture.

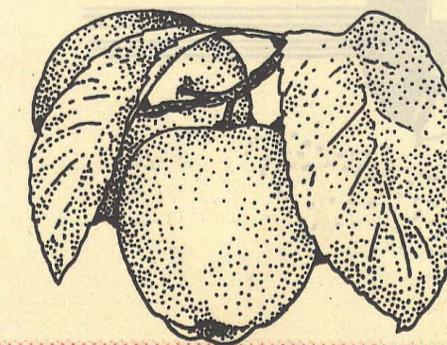
◆ U.S. Soil Conservation Service soils surveys showing physical limitations to agriculture, such as steep slopes, high groundwater and rockiness.

◆ U.S. Geological Survey topographic maps, irrigation district boundaries, and local conservation district plans.

◆ County land records, such as ownership patterns, comprehensive plans and tax classifications.

### How will the information be used?

Existing land uses, soils, slopes, irrigation boundaries and local plans will help the Commission and Forest Service



designate agricultural lands. Goals and objectives will then be developed to protect and enhance these resources.

### What decisions lie ahead?

Several questions must be discussed before agricultural lands can be protected.

What conditions -- soils, ownership, lot size, water availability -- should be used to make agricultural land designations? Should small farm parcels in areas of residential development be designated for agriculture?

In many cases land which is suitable for agriculture is also suitable for forestry. How should these lands be designated?

Once an area is designated for agriculture, how should it be protected? Is minimum lot size an effective protection tool? Are there others?

Should large, commercial operations be treated differently from hobby farms? Should non-farm uses be prohibited on agricultural land, or can they be allowed under some conditions?

# RECREATION



**Recreation is a primary part of the identity and economy of the Columbia River Gorge.** Four million people visited the National Scenic Area last year, enjoying sightseeing, hiking, camping and sailboarding. Thousands of Gorge residents also enjoyed these recreation opportunities.

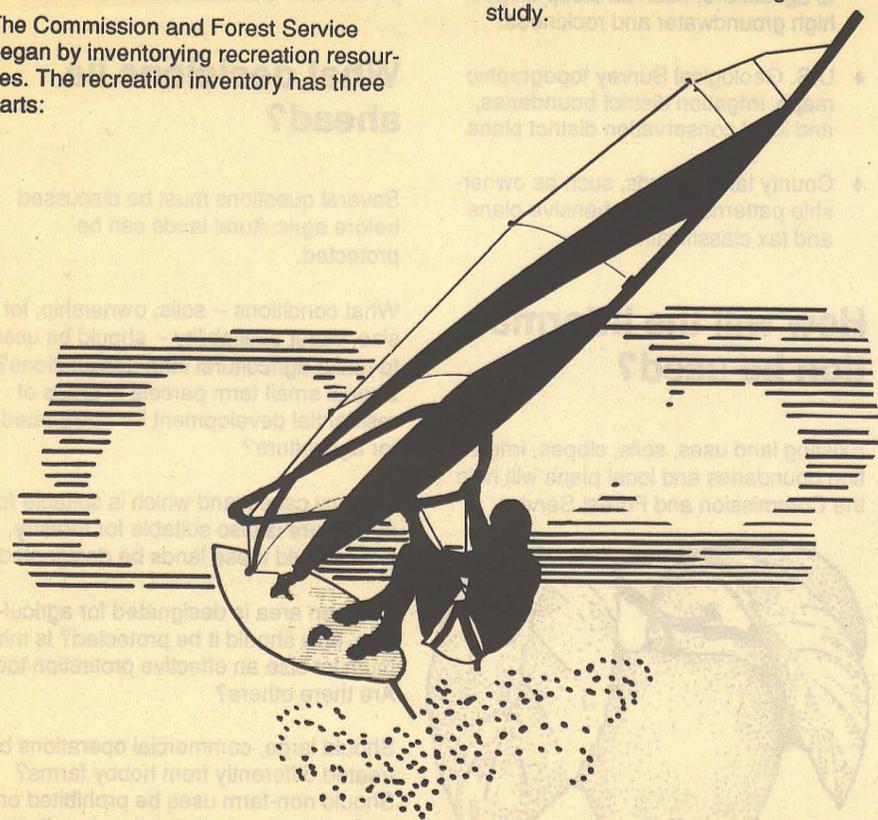
In the National Scenic Area Act, the Commission and Forest Service are directed to inventory, protect and enhance public and private recreation facilities and opportunities.

The Act also authorizes federal funds to develop recreation opportunities -- \$10 million for new recreation facilities, \$2.8 million to restore the Columbia River Highway for recreation use, and \$10 million for an interpretive center in Oregon and a conference center in Washington.

## What information has been collected?

The Commission and Forest Service began by inventorying recreation resources. The recreation inventory has three parts:

- ◆ A recreation overview was prepared by Jones and Jones of Seattle, in cooperation with federal, state and local recreation agencies. It maps existing recreation facilities including 25 state parks, two national forests with trail networks, two federal dam projects, and seven county and port district parks.
- ◆ A recreation opportunity spectrum done by the Forest Service maps recreation opportunities for undeveloped lands.
- ◆ A recreation demand study calculates existing and future demand for a variety of recreation facilities and estimates "carrying capacity" of recreation sites. The demand study, prepared by Envirosphere Co. of Bellevue, found that National Scenic Area designation alone probably will not increase visitation to the Gorge, but construction of new facilities and signs may. Sightseeing is the most popular recreation activity in the National Scenic Area, according to the study.



## How will the information be used?

The recreation inventory will be used to:

- ◆ Identify areas that are suitable for public recreation, both publicly- and privately-owned. These include, but are not limited to, educational and interpretive facilities, campsites, hiking trails, and picnic areas.
- ◆ Designate new river access for recreation, including boat launches. These designations must not conflict with Indian treaty rights.
- ◆ Help decide how to spend federal funds authorized for recreation, interpretive and conference facilities.

## What decisions lie ahead?

As demand for recreation increases, questions about the carrying capacity of recreation facilities and the quality of the recreation experience arise. How can the demand for recreation be met while protecting other resources? How much recreation growth can occur without adversely affecting the recreation experience or displacing residents from their favorite recreation spots?

How can the recreation needs of the handicapped and elderly be met? How can conflicts between recreation users be resolved?

How should priorities for recreation development be determined? How should funding be distributed? Are there opportunities for matching public and private dollars?

In addition, there are many recreation agencies and organizations involved in the Gorge. Is there a need for overall coordination? If new facilities are built, who should maintain and operate them?

# SCENIC RESOURCES



**Beautiful scenery makes the Columbia River Gorge a special place.** This beauty is appreciated by the 52,000 people who live in the Gorge and millions of visitors each year. In fact, visitors list sightseeing as their favorite recreation activity in the National Scenic Area.

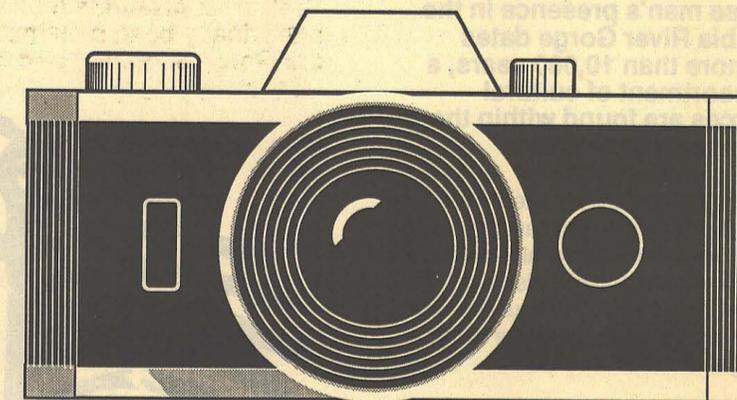
## What information has been collected?

Six maps were prepared by the Forest Service to analyze the quality and quantity of these resources, based on diversity of visual resources.

- ◆ One map identified 12 landscape types in the National Scenic Area, ranging from pastoral farm land and rural townscapes to cliffs.
- ◆ Another gauged the variety of view and showed many areas of outstanding landscape diversity in the Gorge.
- ◆ Computers were used to map areas which can be seen from places where large numbers of people view the Columbia River Gorge. They include Interstate-84, Washington S.R. 14, Columbia River Scenic Highway, Beacon Rock, Dog Mountain trail, Seven Mile Hill and the Columbia River.
- ◆ Under the premise that the most important landscapes are varied and seen by many people, much of the Gorge was found to be highly significant.

## What are your favorite places in the Gorge?

Our maps are one way to look at beauty. We'd also like to know which areas you consider beautiful or important. Please mark your favorite spots on the map on pages 6 and 7, send us a photograph of a place that is important to you, or mail us a note describing your special place. We appreciate your help.

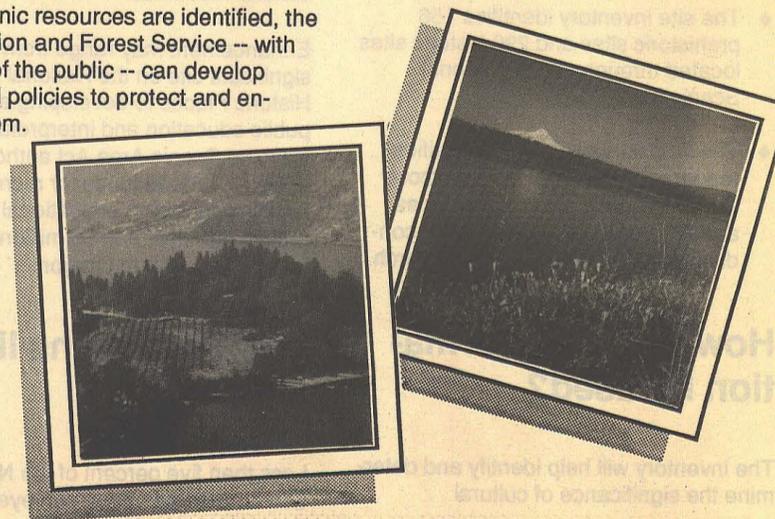


- ◆ Using patterns of slope and vegetation, landscapes were evaluated to determine their ability to absorb change. Large portions of the Gorge were found to have a minimal or low capability to do so, particularly in the arid and open eastern end.

## How will the information be used?

One purpose of the National Scenic Area Act is to protect and enhance scenic resources. The scenic resource maps are a way to identify areas with significant and sensitive scenic qualities, which cannot absorb development without damaging those qualities.

Once scenic resources are identified, the Commission and Forest Service -- with the help of the public -- can develop goals and policies to protect and enhance them.

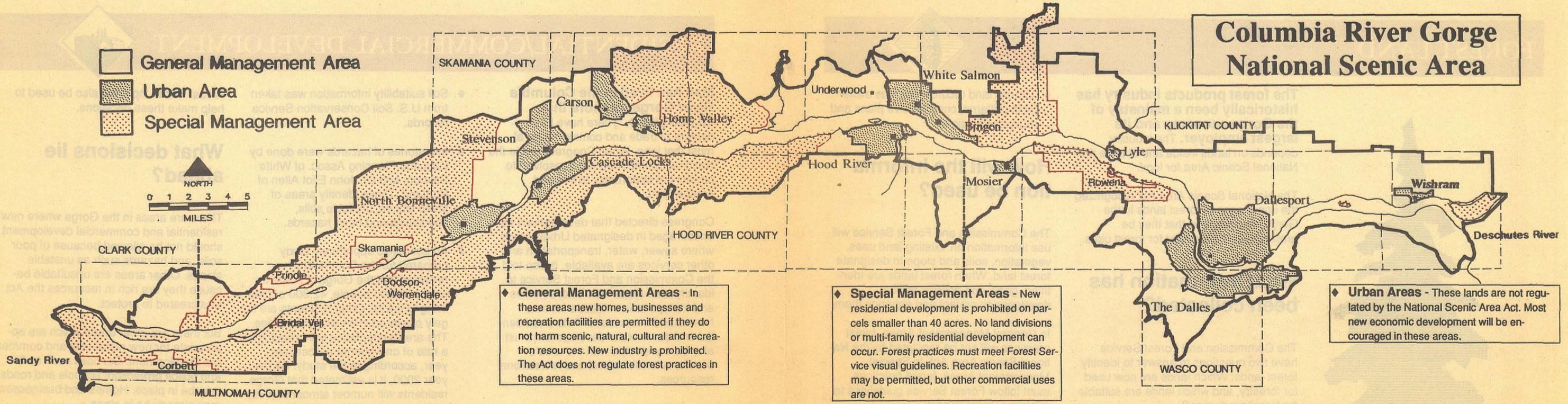


## What decisions lie ahead?

The information the Forest Service has collected presents one measure of scenic beauty. Do the maps identify the views that are important to people? Do residents and visitors have a different view of scenic beauty?

How can development be made compatible with scenic beauty? How do other obligations under the act -- developing new river access, designating conference and interpretive facilities, protecting farm and forest lands for farm and forest uses -- affect the scenery? What are the conflicts when a significant scenic area is also a popular recreation site?

# Columbia River Gorge National Scenic Area



◆ **General Management Areas** - In these areas new homes, businesses and recreation facilities are permitted if they do not harm scenic, natural, cultural and recreation resources. New industry is prohibited. The Act does not regulate forest practices in these areas.

◆ **Special Management Areas** - New residential development is prohibited on parcels smaller than 40 acres. No land divisions or multi-family residential development can occur. Forest practices must meet Forest Service visual guidelines. Recreation facilities may be permitted, but other commercial uses are not.

◆ **Urban Areas** - These lands are not regulated by the National Scenic Area Act. Most new economic development will be encouraged in these areas.

## ECONOMIC DEVELOPMENT

**The Columbia River Gorge is more than a spectacular landscape; it is home to 52,000 people.** The prosperity of the communities in the Gorge depends upon a healthy economy, a fact that Congress had in mind when the National Scenic Area Act was written.

### What information has been collected?

Congress directed the Gorge Commission to study the economy and ways to improve it. The Commission accomplished this by:

- ◆ Consulting with Gorge communities, and state and local economic development organizations to learn about existing economic plans.
- ◆ Contracting with Dean Runyan and Assoc. of Portland to collect and catalogue all existing economic studies on the Gorge.

- ◆ Contracting with Economics Research Assoc. of Bellevue to evaluate the Gorge economy as a whole.
- ◆ The result is a comprehensive picture of the Gorge economy. The Commission learned:
  - ◆ The economy of the Gorge is resource-based. Forestry and agriculture have been mainstays.
  - ◆ Forestry has survived difficult times. Plant modernization and restructuring will allow the industry to grow and compete. The 20 primary and secondary wood products processors in or near the National Scenic Area employ 4,000 people and have a combined payroll of \$98 million. Modernization means there will be fewer forest-related jobs than a decade ago, but some new employment is expected.
  - ◆ Growth is taking place in the service-related portion of the economy. Since 1980, the number of jobs in this area

- has grown by 62 percent. Retail trade, manufacturing and services now comprise 75 percent of all economic activity in the Gorge. Unfortunately, service jobs often do not pay the high wages of manufacturing jobs lost during the recession.
- ◆ Nearly four million people visited the Gorge in 1987, spending \$59 million in Oregon and \$3 million in Washington. The uneven distribution is mainly because Oregon has 92 percent of the overnight accommodations in the Gorge.
- ◆ The number of overnight visitors is expected to grow 6.5 percent per year; day visits are expected to grow 3.4 percent each year.
- ◆ Retail sales in the four Gorge counties without a metropolitan area -- Wasco, Hood River, Klickitat and Skamania -- totalled \$262 million in

*Continued on the next page.*

## ECONOMIC DEVELOPMENT

*Continued from the previous page.*

- 1987. The Gorge has a number of full-service downtowns that continue to be the focus of retail sales.
- ◆ Manufacturing makes up 82 percent of the total county private payroll in Skamania County; in Klickitat County it makes up 73 percent. There has been little growth in this sector, but it is expected to remain stable.
- ◆ Commercial fishing has played a small role in the Gorge in recent decades, but fisheries managers hope to see a doubling of today's fish runs by the year 2000. This offers an economic opportunity to Gorge Indian tribes.

### How will the information be used?

Congress made protection and support of the Gorge economy a major purpose

of the National Scenic Area Act. The act tells the Gorge Commission to accomplish this by encouraging growth in existing Urban Areas and by allowing future economic development in other areas if it is compatible with the area's scenic, natural, cultural and recreation resources.

To help, Congress authorized \$10 million in economic development grants and loans for use in the National Scenic Area. The money will be evenly divided by Oregon and Washington once a management plan is completed. The information collected will help the two states, in consultation with the cities, counties and Gorge Commission, to develop economic strategies.

### What decisions lie ahead?

There are real opportunities for economic growth in the Gorge. Important questions

- must be addressed before these opportunities produce results.
- How should the \$10 million in federal funds be spent? What are the best opportunities for success? What are the constraints?
- How can more day visits be converted to overnight visits? How can tourist spending be increased in Washington? How can towns attract and accommodate tourists, and be ready for the spinoffs?
- What conflicts arise when a resource-based economy and a tourism-based economy collide? How can the Gorge's rural lifestyle be preserved if the number of tourists continues to increase?
- What are the economic development goals of individual communities? How do they fit into the whole Gorge economic picture? What role should the Gorge Commission play in economic development?



**The forest products industry has historically been a mainstay of the Gorge economy and its largest employer.** The industry depends on lands inside and outside the National Scenic Area for logs.

The National Scenic Area Act recognized the importance of forest lands in the Gorge, and required that they be protected and enhanced for forest uses.

### What information has been collected?

The Commission and Forest Service have two questions to answer to identify forest lands: Which lands are now used for forestry, and which lands are suitable for forest production?

To begin to answer these questions the Commission and Forest Service have looked to:

- ◆ An inventory of existing land uses, prepared by Cascade Planning Assoc. of White Salmon. It maps lands in forest use throughout the Gorge.
- ◆ A vegetation inventory by Dr. Chris Kilsgaard from Corvallis. It identifies and maps 16 major forest types in the National Scenic Area.
- ◆ U.S. Geological Survey topographic maps and available U.S. Soil Conservation Service soil surveys.

- ◆ County land records, such as ownership patterns, comprehensive plans and tax classifications.

### How will the information be used?

The Commission and Forest Service will use information on existing land uses, vegetation, soils and slope to designate forest land. When forest lands are identified, goals and policies will be developed to protect and enhance them.

In General Management Areas, forest practices will not be regulated by the National Scenic Area Act. In Special Management Areas, forest practices must follow Forest Service guidelines to minimize visual impact.

### What decisions lie ahead?

Before the Commission and Forest Service can decide how to protect forest land, a number of questions must be considered.

What criteria -- soils, land use, ownership, parcel size -- should be used to designate forest land?

Should non-forest uses be prohibited in forest areas, or can they coexist if certain criteria are met? What are the conflicts when forest land and residential use meet? If land is suitable for both agriculture and forest use, what should it be designated?

Once an area is designated forest land, how should it be protected? Is minimum lot size an effective protection tool?

Should all forest lands be treated the same, or should timber company land be treated differently from other private forest land?



**Man has lived in the Columbia River Gorge for more than 10,000 years.** There have been centers of trade and commerce for almost that long. When Congress wrote the National Scenic Area Act it resolved to protect the opportunity to live and prosper here.

Congress directed that development be encouraged in designated Urban Areas, where sewer, water, transportation and other services are available. It also told the Commission and Forest Service to identify rural areas with land, services and transportation suitable for new homes and businesses. Future residential and commercial development must also be compatible with the area's scenic, cultural, natural and recreational resources.

### What information has been collected?

To carry out Congress' charge, the Commission and Forest Service have collected information including:

- ◆ An inventory of existing land uses, done by Cascade Planning Assoc. of White Salmon, used aerial photos and site visits to show where houses, businesses, roads and service district boundaries are located. County planning offices were also consulted.
- ◆ Information on lot sizes and ownership patterns was taken from county assessors' records.

- ◆ Soil suitability information was taken from U.S. Soil Conservation Service records.

- ◆ Inventories of hazards were done by Cascade Planning Assoc. of White Salmon, and Dr. John Eliot Allen of Portland. These identify areas of steep slopes, unstable soils, floodplains and other hazards.

- ◆ An economic opportunity study prepared for the Commission revealed that the Gorge is home to nearly 52,000 people, 42,300 of them living in towns. Other residents are largely clustered in small communities. The area's population is increasing at a rate of one-quarter percent per year, according to the study. By the year 2000, it is estimated that Gorge residents will number almost 54,000, an increase of 800 households.

### How will the information be used?

The information collected on residential and commercial uses and opportunities will help the Commission and Forest Service identify and designate rural residential areas. These designations will govern where people can build homes and businesses outside of established Urban

Areas. Public input will also be used to help make these decisions.

### What decisions lie ahead?

There are areas in the Gorge where new residential and commercial development should not be allowed because of poor soils, and hazards such as unstable slopes. Other areas are unsuitable because they are rich in resources the Act was created to protect.

But there are other areas which are appropriate for new residential and commercial development. Services such as fire and police protection, schools and roads may be in place. Homes and businesses may already be in place.

Before the Commission and Forest Service -- with help from citizens -- can identify areas for new houses and businesses, important questions must be considered:

Are there areas where new homes and businesses can be located without harming scenic, natural, cultural and recreation resources? What conditions make an area suitable for residential and commercial development? At what densities should residential development be allowed outside of Urban Areas? What services and amenities are necessary to support residential development? What kinds of commercial development should serve rural residential areas?

