



**Multnomah County Oregon**

## **Board of Commissioners & Agenda**

*connecting citizens with information and services*

### **BOARD OF COMMISSIONERS**

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### **OCTOBER 4 & 6, 2005 BOARD MEETINGS FASTLOOK AGENDA ITEMS OF INTEREST**

Pg 2	9:30 a.m. Tuesday Sheriff's Office Operations and Policy Issues
Pg 2	9:45 a.m. Tuesday Briefing on Gorge Commission Hearing on Viewpoint Inn
Pg 2	10:00 a.m. Tuesday Work Session on Countywide Impact of State Funding Reductions in FY 2005-2007
Pg 2	11:30 a.m. Tuesday Executive Session
Pg 3	9:30 a.m. Thursday IT Audit Presentation
Pg 3	9:45 a.m. Thursday SIP/Microchip Report
Pg 3	10:15 a.m. Thursday Steffanoff ITAX Hearing
Pg 4	11:05 a.m. Thursday Resolution Authorizing Transfer of Artifacts to the Chinese Consolidated Benevolent Association

Thursday meetings of the Multnomah County Board of Commissioners are cable-cast live and taped and may be seen by Cable subscribers in Multnomah County at the following times:

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Sunday, 11:00 AM, Channel 30  
Produced through Multnomah Community Television

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Tuesday, October 4, 2005 - 9:30 AM  
Multnomah Building, First Floor Commissioners Boardroom 100  
501 SE Hawthorne Boulevard, Portland

## **BOARD BRIEFINGS/WORK SESSION**

- B-1 Update on Multnomah County Sheriff's Office Operations and Policy Issues: Transition Services for the Homeless Population. Presented by Sheriff Bernie Giusto, Christine Kirk Gary Simmons and Others. 15-30 MINUTES REQUESTED.
- B-2 Briefing on Upcoming Gorge Commission Hearing to Consider the Viewpoint Inn Plan Amendment Application. Presented by Derrick Tokos. 15 MINUTES REQUESTED.
- WS-1 Work Session to Consider Countywide Impact of State Funding Reductions in the Fiscal Year 2005-2007. Presented by Dave Boyer, Karyne Dargan, Department Directors, Invited Others. 90 MINUTES REQUESTED.
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Tuesday, October 4, 2005 - 11:30 AM  
**(OR IMMEDIATELY FOLLOWING BRIEFINGS/WORK SESSION)**  
Multnomah Building, First Floor Commissioners Conference Room 112  
501 SE Hawthorne Boulevard, Portland

## **EXECUTIVE SESSION**

- E-1 The Multnomah County Board of Commissioners Will Meet in Executive Session Pursuant to ORS 192.660(2)(h). Only Representatives of the News Media and Designated Staff are allowed to Attend. Representatives of the News Media and All Other Attendees are Specifically Directed Not to Disclose Information that is the Subject of the Executive Session. No Final Decision will be made in the Executive Session. Presented by Agnes Sowle and Invited Others. 15-30 MINUTES REQUESTED.

Thursday, October 6, 2005 - 9:30 AM  
Multnomah Building, First Floor Commissioners Boardroom 100  
501 SE Hawthorne Boulevard, Portland

## **REGULAR MEETING**

### **REGULAR AGENDA - 9:30 AM**

#### **PUBLIC COMMENT - 9:30 AM**

Opportunity for Public Comment on non-agenda matters. Testimony is limited to three minutes per person. Fill out a speaker form available in the Boardroom and turn it into the Board Clerk.

### **NON-DEPARTMENTAL - 9:30 AM**

- R-1 September 2005 Audit on Multnomah County Information Technology. Presented by Suzanne Flynn. 15 MINUTES REQUESTED.
- R-2 Annual Report on the Multnomah County Strategic Investment Program's Microchip Technology Inc. Presented by Rob Fussell and Kathy Clevenger. 30 MINUTES REQUESTED.
- R-3 Authorizing Settlement of Alpha Energy Savers, Inc. and Robert Obrist v. Multnomah County, Diane Hansen, and Judy Swendsen [USDC CV 01-1363 KI]
- R-4 PUBLIC HEARING and Board Decision of Taxpayers Denu (Nick) Steffanoff and Karen Steffanoff's Appeal of the Administrator's Final Determination Regarding their 2004 Multnomah County Income Tax (ITAX) Obligations Pursuant to ITAX Administrative Rule 11-614 (Continued from September 22, 2005)

### **DEPARTMENT OF COUNTY HUMAN SERVICES - 10:30 AM**

- R-5 RESOLUTION Designating the DUII Evaluation Program of the Multnomah County Department of County Human Services Mental Health and Addiction Services Division as the Agency to Perform Screening Interviews and Diagnostic Assessments for Purposes of the Driving Under the Influence of Intoxicants Statute and Approving of Evaluation Fees and Fee Waivers

- R-6 Budget Modification DCHS-08 Appropriating \$88,307 in the Fed/State Fund Due to Senate Bill 114 (Increasing the A&D DUII Fee to \$150) and Shifting a Like General Fund Appropriation from DCHS to the General Fund Contingency

**DEPARTMENT OF LIBRARY SERVICES - 10:35 AM**

- R-7 NOTICE OF INTENT to Apply for a Gates Foundation Grant from the Oregon State Library for "Staying Connected"

**DEPARTMENT OF COUNTY MANAGEMENT - 10:40 AM**

- R-8 RESOLUTION Approving Salary Adjustment for Multnomah County District Attorney
- R-9 First Reading of a Proposed ORDINANCE Amending Multnomah County Code Chapter 12.100 Doing Business Definition, Retroactive to August 19, 2004
- R-10 Budget Modification DCM-03 Authorizing Various Personnel Actions in Accounting, Budget Office, Human Resources, Chief Financial Officer's Office, Central Procurement and Contract Administration and Facilities
- R-11 RESOLUTION Approving the Sale of the Medical Examiners Building Located at 301 NE Knott, Portland to Knott Street Medical, LLC and Authorizing County Chair to Execute Appropriate Documents to Complete the Sale

**NON-DEPARTMENTAL - 10:55 AM**

- R-12 RESOLUTION Authorizing Transfer of Title to the Morrison Property
- R-13 RESOLUTION Authorizing Transfer of Artifacts to the Chinese Consolidated Benevolent Association



## MULTNOMAH COUNTY OREGON

BOARD OF COUNTY COMMISSIONERS  
501 S.E. HAWTHORNE BLVD, Suite 600  
PORTLAND, OREGON 97204  
(503) 988-5217

LISA NAITO • DISTRICT 3 COMMISSIONER

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# MEMORANDUM

TO: Chair Diane Linn  
Commissioner Maria Rojo de Steffey  
Commissioner Serena Cruz  
Commissioner Lonnie Roberts  
Board Clerk Deb Bogstad

FROM: Carol Wessinger  
Staff to Commissioner Lisa Naito

DATE: September 16, 2005

RE: Board Meeting Excuse

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Commissioner Naito will be unable to attend the October 4, 2005 Board Briefing, and the October 6, 2005 and October 13, 2005 Board meetings. Commissioner Naito will be out of the country.

Thank you,  
Carol Wessinger



## MULTNOMAH COUNTY AGENDA PLACEMENT REQUEST

### Board Clerk Use Only

Meeting Date: 10/04/05  
Agenda Item #: B-1  
Est. Start Time: 9:30 AM  
Date Submitted: 09/07/05

### BUDGET MODIFICATION:

**Agenda Title:** Update on Multnomah County Sheriff's Office Operations and Policy Issues:  
Transition Services for the Homeless Population

*Note: If Ordinance, Resolution, Order or Proclamation, provide exact title. For all other submissions, provide a clearly written title.*

<b>Date Requested:</b>	October 4, 2005	<b>Time Requested:</b>	15-30 Minutes
<b>Department:</b>	Office of the Sheriff	<b>Division:</b>	Executive Office
<b>Contact(s):</b>	Christine Kirk		
<b>Phone:</b>	503 988-4301	<b>Ext.</b>	84301
<b>I/O Address:</b>	503/350		
<b>Presenter(s):</b>	Sheriff Giusto, Christine Kirk, Gary Simmons and Others		

### General Information

**1. What action are you requesting from the Board?**

Informational briefing only.

**2. Please provide sufficient background information for the Board and the public to understand this issue.**

The Sheriff has offered to provide regularly scheduled briefings on major policy issues and operational choices to the Board on a regular basis. This time will also allow the Board an opportunity to ask questions and indicate areas where they would like more information.

The topic of this briefing will be Transition Services for the Homeless Population in Jail

**3. Explain the fiscal impact (current year and ongoing).**

**4. Explain any legal and/or policy issues involved.**

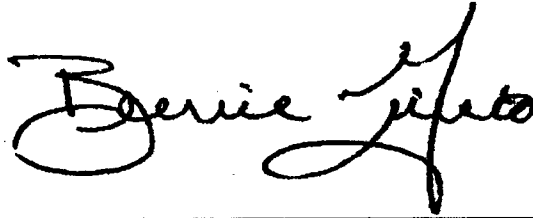
5. Explain any citizen and/or other government participation that has or will take place.

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**Required Signatures**

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**Department/  
Agency Director:**



**Date:** 09/28/05

**Budget Analyst:**

**Date:**

**Department HR:**

**Date:**

**Countywide HR:**

**Date:**



# **Filling the Gaps** – A Focus, a Commitment and a Partnership to Address the Chronically Homeless Frequently Booked Population in Multnomah County

Multnomah County Sheriff's Office, County  
Department of Human Services and the City of  
Portland Bureau of Housing and Community  
Development

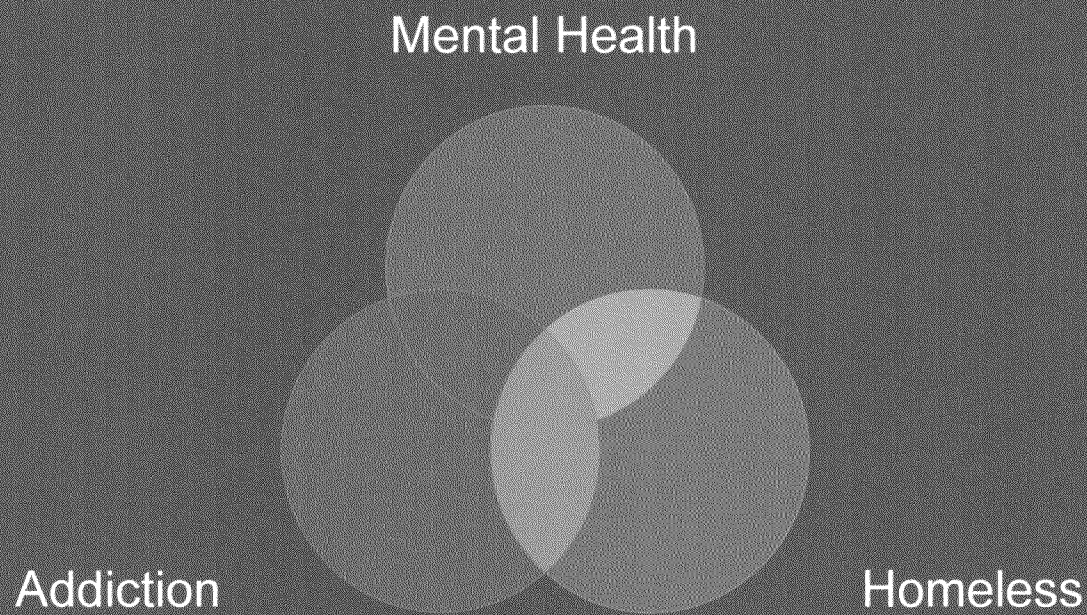


# 10-Year Plan to End Homelessness

- **Action Step 1** Moving people into housing first.
- **Action Step 2** Stop discharging people into homelessness.
- **Action Step 3** Improve outreach to homeless people.
- **Action Step 6** Create innovative new partnerships to end homelessness.



# MCSO Programs Unit/Corrections Health - Transition Services





## ***Working Together*** to Get People Into and Keeping them in Permanent Supportive Housing

- Persons who are Chronically Homeless and Frequently Booked will get transition and reach in services. There will be continued coordination between jail and community providers.
- Together we will not give up on anyone.
- Individual case plans will follow a person to assure that if they return to jail, they will return to a bed in the community.



# Next Steps

- Determine the degree to which the population is already identified (comparing lists and data sources).
- Assess caseload size and monthly goals.
- Finalize Housing Options and Key Community Contacts.
- Work to develop mechanism to flag a person so that the individual case plan is implemented upon booking.
- Work to develop agreement with the City.
- Bring agreement to the Board of County Commissioners in early November.



## MULTNOMAH COUNTY AGENDA PLACEMENT REQUEST

### Board Clerk Use Only

Meeting Date: 10/04/05  
Agenda Item #: B-2  
Est. Start Time: 10:00 AM  
Date Submitted: 09/27/05

**BUDGET MODIFICATION:** -

**Agenda Title:** Briefing on Upcoming Gorge Commission Hearing to Consider the Viewpoint Inn Plan Amendment Application

*Note: If Ordinance, Resolution, Order or Proclamation, provide exact title. For all other submissions, provide a clearly written title.*

<b>Date Requested:</b>	October 4, 2005	<b>Time Requested:</b>	15 min.
<b>Department:</b>	Non-Departmental	<b>Division:</b>	Chair's Office
<b>Contact(s):</b>	Andy Smith		
<b>Phone:</b>	503-988-5772	<b>Ext.</b>	85772
<b>Presenter(s):</b>	Derrick Tokos		
<b>I/O Address:</b>	503/600		

### General Information

**1. What action are you requesting from the Board?**

Briefing to provide an overview of the September 21, 2005 Director's Report, prepared by the Gorge Commission's staff, which evaluates the Viewpoint Inn application. The report includes a new package of Management Plan amendments that the staff recommends the Commission adopt as an alternative to what is proposed in the application. It applies to all historic buildings in the gorge, not just the Inn. The Gorge Commission will consider both the application and staff alternative at their October 11, 2005 meeting, and may take action on either approach. The Commission can also delay a decision if they prefer the staff alternative, to allow for public comments on the new language.

Options for County comments on the application and report, for presentation at the October 11, 2005 meeting, will also be discussed.

**2. Please provide sufficient background information for the Board and the public to understand this issue.**

The Plan Amendment seeks to amend the Management Plan to allow the site to be used as an interpretive center, restaurant, and for overnight lodging. It was submitted by Geoff Thompson, the owner of the Viewpoint Inn. The property is located at 40301 East Larch Mountain Road. Mr.

Thompson believes that these types of activities are consistent with the historic use of the Inn and that they are needed for him to be able to afford the cost of restoring and maintaining the historically significant structure.

At a May 10, 2005 meeting, the Gorge Commission voted to commence review of the application. In addition, they directed their staff to conduct an abbreviated study of how well the Management Plan supports preservation of historic buildings, including an inventory of historic buildings throughout the gorge, and asked that they prepare an alternative amendment if the study suggests that changes need to be made to protect all historic buildings, including the Viewpoint Inn. The inventory, prepared by Donovan and Associates, was completed in September of 2005 and is referenced in the Director's staff report. The report finds that changes are needed throughout the gorge and includes a package of amendments that would allow a new, limited range of commercial uses in historic buildings to facilitate their preservation. The Commission's staff recommends this approach as an alternative to Mr. Thompson's application.

**3. Explain the fiscal impact (current year and ongoing).**

None.

**4. Explain any legal and/or policy issues involved.**

There are no known legal issues. The policy issue is whether or not the Management Plan needs to be revised in order to protect historically significant buildings.

**5. Explain any citizen and/or other government participation that has or will take place.**

The Gorge Commission has followed a deliberate process in considering the Plan Amendment application, taking testimony at public meetings in April and May before deciding to initiate their review. Following their May meeting, the Commission accepted public comments on the Viewpoint Inn application. They received several hundred letters, most of which are in support of the request. If the Gorge Commission accepts their staff's recommendation, and pursues an alternative gorge-wide amendment, than they may postpone their decision to allow for public to comment on the new language. Their staff is recommending a 30 day comment period, followed by a meeting in December.

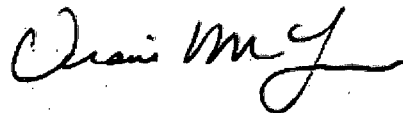
If the Gorge Commission amends the Plan than the County has 9 months within which to update its codes. This is a public process, and citizens will have an opportunity to participate and provide testimony at meetings before the Planning Commission and Board of Commissioners.

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**Required Signatures**

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**Department/  
Agency Director:**



**Date:** 09/29/05

**Budget Analyst:**

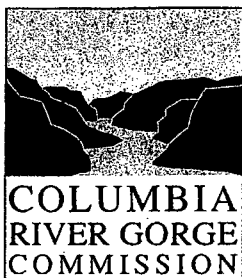
**Date:**

**Department HR:**

**Date:**

**Countywide HR:**

**Date:**



PO Box 730 • #1 Town & Country Square • White Salmon, Washington 98672 • 509-493-3323 • fax 509-493-2229  
[www.gorgecommission.org](http://www.gorgecommission.org)

## **NEWS RELEASE**

### ***FOR IMMEDIATE RELEASE***

**September 21, 2005**

### **Gorge Commission Releases Report on Historic Buildings**

Contact: Martha Bennett, Executive Director  
Columbia River Gorge Commission  
P.O. Box 730, White Salmon, WA 98672  
509-493-3323; fax: 509-493-2229

The Columbia River Gorge Commission will consider a proposal to expand the types of commercial uses allowed in the Scenic Area in buildings that are on or eligible for the National Register of Historic Places (National Register) on October 11, 2005 at the Rock Creek Center in Stevenson, Washington.

Today, the Commission released the "Director's Report" for a proposal to amend the Management Plan for the Columbia River Gorge National Scenic Area. The original proposal, submitted on behalf of the owners of the Viewpoint Inn, would have allowed private properties that were originally operated as restaurants or hotels and that were on the National Register in 1986 to reestablish those uses. As submitted, this proposal would only apply to the Viewpoint Inn, which is the only privately-owned building in the Columbia River Gorge National Scenic Area currently on the National Register.

"Gorge Commission staff agree with the owners of the Viewpoint Inn that we need to allow a few specific commercial activities that both allow property owners to raise funds to restore their historic buildings and also promote public appreciation of those buildings," said Martha Bennett, Executive Director. "In reviewing the proposed changes, though, we have concluded that many historically significant buildings in the Gorge are at risk. Staff is recommending to the Commission that they adopt a change to the plan that would help approximately 60 buildings in the Gorge rather than just one."

As part of their review of the proposed amendment to the Management Plan, Commission staff contracted with Donovan and Associates to do an inventory of historic buildings in the Scenic Area. "The study found that there are currently 4 buildings on the National Register, and 18 that Oregon and Washington State Historic Preservation Officers have already found to be eligible. In addition, the study found 36 other buildings in the Gorge that likely are eligible for



the National Register," said Bennett. "We have a manageable, but significant number of historic treasures."

The Director's report recommends that the Commission allow a few new commercial uses in historically significant buildings in the Scenic Area. Under the recommendation, owners would have to demonstrate how the new commercial activities would result in the restoration of their historic building.

"We learned a great deal from places in the Northwest that have a wealth of historic buildings. Many of the communities that have successfully saved their historic districts allow this sort of adaptive reuse," said Bennett. "We hope this would create an incentive for people who own historically significant buildings to reinvest in their property."

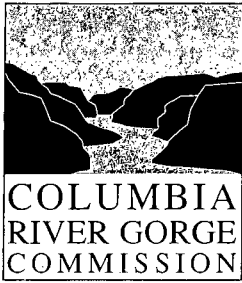
"The first purpose of the National Scenic Area Act directs the Commission to protect and enhance cultural resources," said Bennett. "The Act also allows economic activities in the Gorge that are consistent with protecting the scenery, culture, natural resources, and recreational qualities of the Gorge. "

"The Commission has to find that three things are true before they amend the Management Plan," said Bennett. "First, they have to find there has been a significant change in the Scenic Area. Second, they have to find that the proposed amendment is consistent with the Scenic Area Act. Third, they have to find that there isn't a better way to achieve the same goal than amending the Plan."

The complete Director's Report is available on the Commission's website at [www.gorgecommission.org](http://www.gorgecommission.org) or by calling (509) 493-3323.

The Gorge Commission will hold a public hearing on the application to amend the Management Plan on October 11, 2005 at the Rock Creek Center in Stevenson, Washington. The Commission will take testimony on both the specific proposal submitted on behalf of the Viewpoint Inn and the modified amendment included in the Director's Report. The specific time for the hearing will be posted on the Commission's website by September 30, 2005. ([www.gorgecommission.org](http://www.gorgecommission.org)).

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PO Box 730 • #1 Town & Country Square • White Salmon, Washington 98672 • 509-493-3323 • fax 509-493-2229  
[www.gorgecommission.org](http://www.gorgecommission.org)

## DIRECTOR'S REPORT

September 21, 2005

**Proposed Amendment to the Management Plan for the Columbia River Gorge National Scenic Area (PA-05-02):** The text of the complete proposal is provided in Appendix A. The application requests three amendments:

1. Change the land use designation on a 1.21 acre property in Multnomah County (that includes the historic Viewpoint Inn building) from Large-Scale Agriculture and Small Woodland to Commercial Recreation;
2. Change the recreation intensity class from RIC 2 to RIC 3; and
3. Amend the cultural resources policies for the General Management Area with a new policy allowing properties that were on the National Register of Historic Places prior to November 17, 1986 and that were originally designed for restaurant and hotel purposes to re-establish those uses and to provide for public viewing and interpretive facilities, subject to conditions regarding size, hours and other aspects of such uses.

**Applicant:** John Groen

**Property Owner:** Geoff Thompson

**Property Affected:** The subject property is located at 40301 E. Larch Mountain Road, in the vicinity of Corbett, Oregon. It is in the SW  $\frac{1}{4}$  of Section 30 and the NW  $\frac{1}{4}$  of Section 31, Township 1 North, Range 5 East, Willamette Meridian (Tax Lots 1N5E30CC-01500 and 01600).

**Recommended Substantive Modification to Amendment Application:** In response to direction from the Commission at its May 10, 2005 preliminary review of the application, staff analyzed how well the Management Plan supports preservation of historic buildings in the Scenic Area. As a result of this research, staff recommends that the Commission find that there is a practicable alternative to the application. Staff recommends substantive modifications to the proposed amendment to incorporate the practicable alternative. The complete text of the recommended modified plan amendment is attached as Appendix B.

The recommended modification would:

1. Include a new list of review uses for historic buildings on lands with General Management Area designations that provide for public appreciation of such buildings and for limited economic opportunities to facilitate preservation of the buildings; and
2. Provide a new set of resource protection criteria to ensure that such uses meaningfully protect and enhance the historic resource without adversely affecting Gorge resources or farm and forest lands.

**Commission Hearing:** October 11, 2005, Rock Creek Center, Stevenson, Washington.

**PLEASE NOTE:** The Commission will allow public comment on Plan Amendment Application PA-05-02 and the recommended substantive modification.

## **EXECUTIVE SUMMARY**

### **Criteria for Amending the Management Plan**

To approve an application to amend the Management Plan, the Commission must find that:

1. Conditions in the Scenic Area have significantly changed;
2. No practicable alternative to the proposed amendment more consistent with the purposes and standards of the Scenic Area Act exists; and
3. The proposed amendment is consistent with the purposes and standards of the Scenic Area Act.

### **Summary of the Consistency of the Proposed Plan Amendment with the Criteria**

*Criterion 1:* The proposed plan amendment is consistent with criterion 1. The applicant has provided new information about the costs of restoring and maintaining the Inn to historic standards. This information is validated by the results of the historic buildings inventory conducted in response to the Commission's May 10, 2005 direction.

*Criterion 3:* With the exception of the proposed redesignation of the property to Commercial Recreation, the proposed amendment, with minor clarifications, is consistent with the purposes and standards of the Act. The applicant has said that the redesignation to Commercial Recreation can be dropped. The minor clarification is that the uses described in the proposed new cultural resources policy would also need to become review uses in the Management Plan guidelines.

*Criterion 2:* The proposed plan amendment is not consistent with criterion 2. The proposed amendment would protect and enhance one historically significant building (the Viewpoint Inn). However, the historic buildings survey completed as part of reviewing this application states that there are at least 54 buildings in the Gorge that are eligible for the National Historic Register. The proposed plan amendments would not protect or enhance these important historic resources. As such, staff recommends that the Commission find that the recommended modification provides greater protection for cultural resources and is a practicable alternative that is more consistent with the purposes and standards of the Scenic Area Act.

### **Summary of the Consistency of the Recommended Modification with the Criteria**

*Criterion 1:* The recommended modification is consistent with the first criterion. New information and inventory data was generated during review of the proposed plan amendment. Staff found four facts and observations to be new information: (1) some historic buildings in the Scenic Area are deteriorating; these resources are threatened; (2) restoration and maintenance of historic buildings is challenging and can be very costly; (3) providing flexibility for adaptive use of historic buildings is a frequently-used, effective incentive to support preservation of these buildings; and (4) the Management Plan offers very limited options for adaptive use of historic buildings that are economic incentives for preservation. This new information constitutes a significant change in conditions in the Scenic Area.

*Criterion 3:* The recommended modification is consistent with the purposes and standards of the Act. It would allow uses in historic buildings that would enhance public appreciation of such resources. These uses would only be allowed if they were shown to contribute to the protection and enhancement of the historic building and would not adversely affect scenic, cultural, natural and recreation resources, and farm or forest lands. Such uses would provide an economic development opportunity outside urban areas consistent with the first purpose of the Act.

*Criterion 2:* There is no practicable alternative to the recommended modification that is more consistent with the purposes and standards of the Act. It would provide a level of protection and enhancement for historic buildings not afforded by the proposed amendment or by the current Management Plan. Other alternatives, such as allowing re-establishment of historically-occurring uses, could benefit some historic buildings. However, resuming historic uses would not assist *all* historic buildings (e.g., allowing old farm buildings to be used for farming) and would, thus, not support as great a degree of protection and enhancement as the recommended modification.

#### Options for Commission Action and Staff Recommendation

##### ***Option 1: Adopt the Proposed Application with Minor Clarifications***

If the Commission finds the applicant's proposed amendment consistent with all three plan amendment criteria, then the Commission should adopt it. If the Commission makes these findings, staff recommends you include the following minor clarifications in your motion to adopt.

1. Eliminate the portion of the proposed amendment that changes the designation of the parcel to Commercial Recreation; and
2. Add the uses that are included in paragraph 1 of the proposed amendment as new "Review Uses" in Part II, Chapter 7 of the Management Plan, to be clear that these uses must be consistent with the Scenic, Natural, Cultural, and Recreational guidelines in the Management Plan

##### ***Option 2: Reject the Proposed Application and the Recommended Modification***

If the Commission finds that the application, both as submitted and as recommended to be modified is inconsistent with one or more of the Plan Amendment criterion, then the Commission should vote to deny the application.

##### ***Option 3: Schedule the recommended modification for additional public input***

If the Commission finds that the proposed application can be modified through substantive changes to meet all three plan amendment criteria, then you should take additional public input as required by Commission rule 350-50-100 (3)(h). If you select this option, then staff recommends that you schedule a new public hearing for your December 13, 2005 meeting, which allows enough time to provide a 30 day notice of hearing for the recommended modification. Continuance of the hearing to the November 8, 2005 meeting would not allow for 30 days notice for public review of the modifications.

**Recommendation:** Staff recommends the Commission pursue option 3. Staff agrees with the applicant that there is a need to amend the Management Plan to better protect and enhance historic buildings as important cultural resources. However, in our review of the application, as a result of the new historic buildings survey, and because of what we learned from other jurisdictions, staff recommends that the Commission find that there is a practicable alternative to the proposed plan amendment, which is to allow adaptive reuse of all buildings that are on or eligible for the National Register of Historic Places provided that reuse protects farm and forest lands and scenic, natural, cultural, and recreational resources. Staff recommends proposed modifications to the amendment to implement that Gorge-wide approach. Commission rule 350-50-100(3)(h) requires the Commission to take additional public input prior to adopting significant changes to a proposed plan amendment. Because the recommended modifications have not been noticed prior to this Director's Report, staff recommends a minimum of 30 days notice to ensure adequate input.

## **I. Application Summary**

John Groen, representing Geoff Thompson, submitted a plan amendment application to the Gorge Commission on January 27, 2005 to: 1) change the land use designation for the Viewpoint Inn parcels from Small Woodland and Large-Scale Agriculture to Commercial Recreation; 2) change the Recreation Intensity Class from RIC 2 to RIC 3; and 3) add a new policy and guideline to the Management Plan provisions for Commercial Recreation designations.

On March 14, 2005, the applicant submitted supplemental materials in response to a February 15, 2005 letter from the Commission indicating additional information was needed to make the application complete. The application was accepted as complete on March 29, 2005. The Gorge Commission conducted a preliminary review of the plan amendment application on April 12, 2005, as required by Commission Rule 350-50-075. The Gorge Commission asked the applicant to provide additional information regarding several aspects of the proposal and continued preliminary review to its May 10, 2005 meeting. Commission Rule 350-50-075(3)(a) provides that the Commission may ask questions of the applicant regarding a plan amendment application in preliminary review.

The applicant provided responses to the Commission's questions at the May 10, 2005 meeting, and submitted a revised application at that time. The complete text of the revised application is in Appendix A of this report.

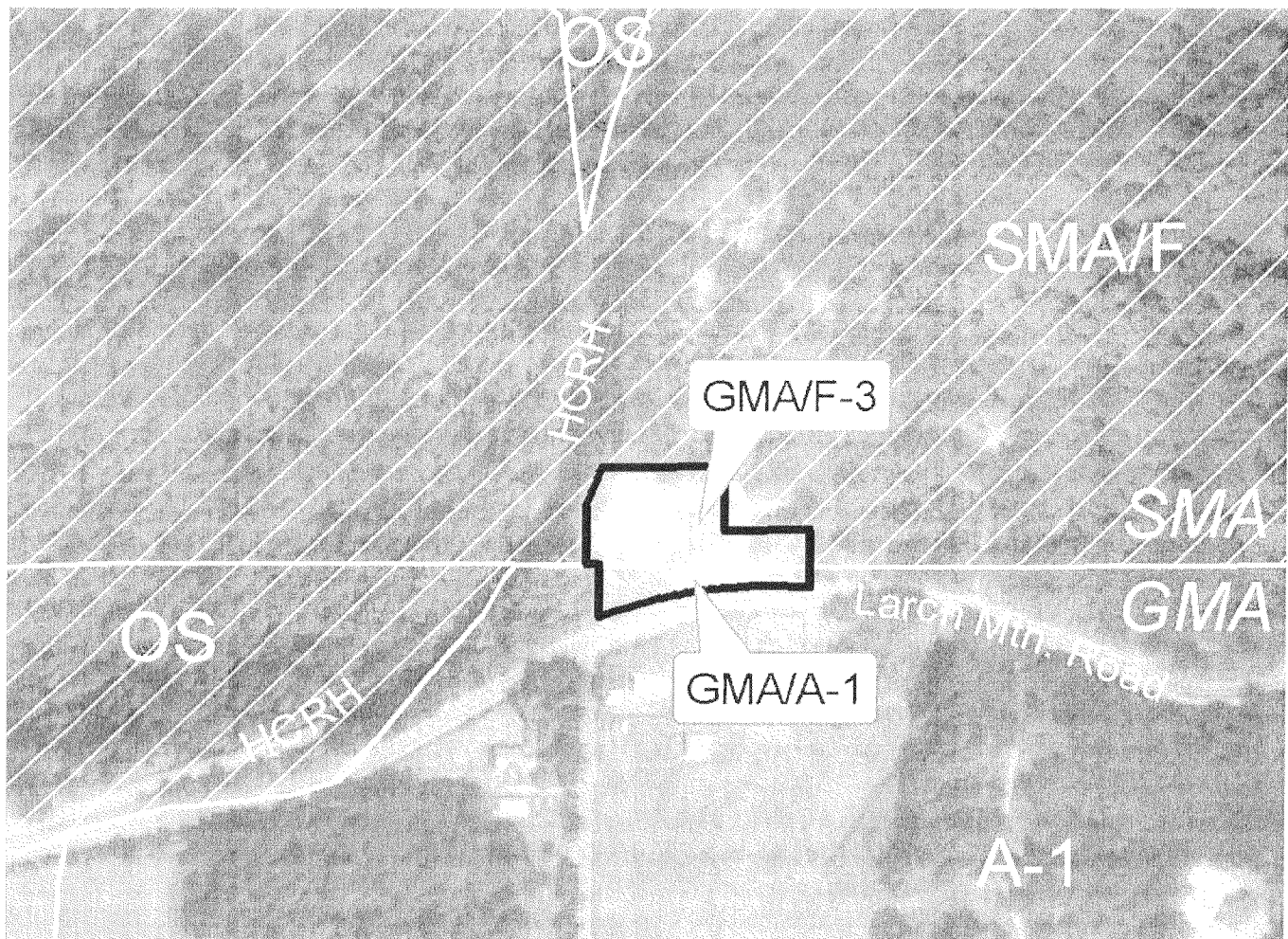
The applicant indicates that, if there are concerns with the request to redesignate the property Commercial Recreation, it is not necessary to achieve the applicant's objectives and may be dropped from the proposed amendment. The applicant has indicated that the amendment is needed to preserve the Inn in its original state. If forced to be used as a residence, the applicant states that interior modifications would be required to adapt it to a residential use which would be detrimental to its original design and identity. In other words, the applicant states the amendment is needed to protect the historic resource.

The Commission voted to commence review of the Plan Amendment Application PA-05-02 on May 10, 2005. The Commission also granted the Executive Director 30 additional working days for preparation of the Director's Report. The Commission granted the extension to allow time for the staff to study the broader issue raised by the subject application of how well the Management Plan supports protection of historic buildings. The Commission acknowledged that this additional time would allow neither significant stakeholder involvement beyond the opportunities provided in Commission Rule 350-50, nor economic trends analyses relevant to uses in historic buildings. The additional time was designed to allow staff to:

- (1) Assess the extent, use and condition of buildings in the Scenic Area on or eligible for the National Register of Historic Places;
- (2) Identify allowable uses for historic buildings provided by the Management Plan;
- (3) Conduct a limited survey of how other jurisdictions address preservation of historic buildings; and
- (4) Assess consistency of possible new uses for historic buildings with the purposes and standards of the Scenic Area Act.

## II. Background/Facts

The Viewpoint Inn is located on a 1.21 acre property consisting of two contiguous tax lots (shown on the map below). The property is bisected by the SMA/GMA boundary. The southern portion of the property is in the GMA, and is designated Large-Scale Agriculture (A-1). The northern portion of the property (approximately one acre) is in the SMA, and contains the Viewpoint Inn building. The SMA portion was originally designated SMA-Forest. On October 19, 2004, the SMA portion of the property was redesignated GMA-Small Woodland (F-3) pursuant to Section 8(o) of the Scenic Area Act.



The Viewpoint Inn was completed in 1924, and opened as an inn and restaurant in 1925. This use continued until 1962. From 1962 through 1979, the owner/operator of the inn continued to reside in the building. It was vacant from 1979 until 1982. It was used as a dwelling from 1982 until 1997. From 1997 until 1999, the Inn was permitted by Multnomah County to operate as a training facility for disabled individuals with limited commercial activity authorized in association with that use. That use terminated in 1999. Since 1999, it has been used as a private residence.



### **III. Criteria and Rules for Approving an Amendment to the Management Plan**

Section 6(h) of the Scenic Area Act authorizes the Gorge Commission to amend the Management Plan, and requires the Secretary of Agriculture to concur with a plan amendment adopted by the Gorge Commission before the plan amendment can go into effect.

Commission Rule 350-50 specifies the procedures for amending the Management Plan, based on the requirements of the Scenic Area Act. Proposed plan amendments must be considered after a public hearing. They must be adopted by a majority vote of the members appointed to the Gorge Commission, including at least three members from each state. According to Commission Rule 350-50-030, the Gorge Commission must find that the following three criteria are satisfied before it approves an amendment to the Management Plan:

4. Conditions in the Scenic Area have significantly changed. This means:
  - (a) Physical changes that have widespread or major impacts to the landforms, resources, or land use patterns in the Scenic Area;
  - (b) New information or inventory data regarding land uses or resources that could result in a change of a plan designation, classification, or other plan provisions; or
  - (c) Changes in legal, social, or economic conditions, including those that affect public health, safety, or welfare, not anticipated in the Management Plan;
5. No practicable alternative to the proposed amendment more consistent with the purposes and standards of the Scenic Area Act exists; and
6. The proposed amendment is consistent with the purposes and standards of the Scenic Area Act.

The Gorge Commission may conclude that conditions in the Scenic Area have significantly changed if it finds that any one of the three subsections of Commission Rule 350-50-030(1) have been satisfied.

Commission Rule 350-50-100(3)(f), (g) and (h) provides three ways the Commission can make a decision on a proposed plan amendment:

- (f) If the Commission makes no changes to the original amendment, the Commission may proceed to vote on the proposal.
- (g) If the only changes to the amendment are for the purposes of clarification, the Commission may proceed to vote on whether to adopt the amendment after providing an opportunity for public comment during the hearing on any change.
- (h) If substantive changes, i.e. those not covered by subparagraph (g) immediately above, to the amendment are approved by the Commission during the hearing, the Commission shall:

- (i) provide an opportunity for additional public comment during the hearing on the new proposed language, and then proceed to vote on whether to adopt the amendment; or
- (ii) continue the hearing to a new date to allow for adequate public notice of the content of the modifications and for further consideration of the issues. When the hearing is resumed, the Commission shall provide a reasonable opportunity for the applicant and members of the public to respond to the recommended modifications under review, and then proceed to vote on whether to adopt the amendment.

#### **IV. Public Comments and Consultation**

According to Commission Rules 350-50-080 and 350-50-085, the Executive Director sent public notice of the application to the U.S. Forest Service, states, tribal governments, Gorge counties, and interested parties who requested notice. The Executive Director also published notice of the application in local and regional newspapers. Interested persons had 20 working days from the date the notice was posted to submit written comments to the Executive Director (June 6, 2005 through July 5, 2005). During the comment period, the Executive Director received 350 separate comment letters on the application, as well as petitions signed by 420 people.

The Executive Director also consulted with the U.S. Forest Service, the states of Oregon and Washington, four Indian tribal governments, and six Gorge county planning offices pursuant to Commission Rule 350-50-110. On May 18, 2005, letters were sent to all these governmental entities inviting them to share their views on the proposed amendment.

As part of consultation on this amendment application, staff met with representatives from the U.S. Forest Service, the states of Oregon and Washington, five Gorge counties and the Nez Perce Tribe on the broader issue of how well the Management Plan supports preservation of historic buildings in the Scenic Area (all six Gorge counties and all four tribal governments were invited to these meetings). Two meetings were held on the topic, on June 10, 2005 and September 8, 2005. These meetings were attended by representatives from the U.S. Forest Service, state, local and tribal governments.

Written comments on the proposed amendment and broader policy issues were received from the following agencies: USDA Forest Service Scenic Area Office, Oregon State Historic Preservation Office, Washington Department of Historic Preservation, Wasco County, Confederated Tribes of the Warm Springs, and the Washington Department of Parks and Recreation. Copies of these letters are attached. Additionally, staff had phone conversations regarding the proposed amendment with representatives from all four tribal governments.

#### **V. Staff Response to May 10, 2005 Commission Direction**

Based on the Gorge Commission's May 10, 2005 direction, staff completed the following tasks, to evaluate the proposed amendment and assess how well the Management Plan support protection and enhancement of historic resources:

1. Contracted with historical consultants Donovan and Associates to conduct a survey of buildings on or eligible for the National Register of Historic Places. The survey included information on the number and location of such buildings, their historic and current use, and condition. As part of the survey work, the consultants interviewed over twenty owners of historic buildings to glean additional information about these properties and the owners' experiences with maintenance and preservation of these buildings. A copy of this report is attached.
2. Conducted research on how other jurisdictions outside the Scenic Area treat uses in historic buildings to support their preservation. Jurisdictions were selected based on advice from the state historic preservation offices and other experts. Fifteen jurisdictions were researched; most of these were municipalities and most were in the Pacific Northwest. This research also included consultation with the National Trust for Historic Preservation. A list of the agencies contacted is enclosed.
3. Assessed uses allowed in the Management Plan for historic buildings. The focus was on those uses that could generate some income for the owners that could in turn help support the costs of restoration, rehabilitation and preservation of the buildings.
4. Consulted with the states, Gorge counties, tribal governments and the USDA Forest Service on the proposed amendment, the issue of how well the Management Plan supports historic preservation, and options for possible Gorge-wide alternatives to the proposed amendment.

Through these four tasks, staff concluded:

1. Historic buildings are a threatened resource needing protection;
2. Historic buildings are challenging and often costly to restore, rehabilitate and maintain;
3. Long-term preservation is promoted through options for adaptive use that are economically viable and historically compatible; and
4. The Management Plan currently lacks such provisions, with a few exceptions.

## **VI. Summary of Recommended Modification**

Staff evaluated how well the proposed plan amendment addresses these four conclusions. As outlined in our analysis below, staff concluded that the proposed plan amendment does address the needs of one important building in the National Scenic Area, but that it does not meet the needs of all historic properties. Additionally, if the Commission were to adopt only the proposed plan amendment, the Commission would have to address any other significant historic building through additional amendments to the Management Plan.

Based on these conclusions, staff recommends that the Commission consider a Gorge-wide approach to preserving historic buildings by modifying the proposed amendment. The recommended modification to the amendment is provided in Appendix B of this report. County, state, and tribal staff had opportunities to review and comment on a preliminary draft of this recommended modification.

The uses listed in the recommended modification are all related to public appreciation and enjoyment of historic resources. They also all provide economic development options that would support preservation and enhancement of these buildings.

The uses provided would only be allowed upon a demonstration by the applicant that they would not adversely affect Gorge resources. Specifically, these uses and any development associated with them (e.g. a new parking area) would have to be found compatible with the historic character of the property. An important feature of the recommended modification is the requirement for a "protection and enhancement plan," specifying how the uses will protect and enhance the historic resource, with measurable benchmarks and periodic review of progress required.

Such uses would also need to be found to not adversely affect scenic, natural or recreation resources, and farm or forest lands. The recommended modification includes additional provisions for new uses in historic buildings that supplement existing Management Plan resource protection guidelines.

These provisions would apply only to designations in the General Management Area. The Scenic Area Act prohibits new commercial uses in the Special Management Area, except for those included in the recreation assessment called for by the Act. Staff consulted with Forest Service staff on the topic. The Forest Service indicated some of these uses are already allowed in the SMA (e.g. bed and breakfasts), while others were clearly commercial uses that would not be consistent with Scenic Act provisions for lands with SMA designations.

Commercial events would only be allowed if "incidental and subordinate" to the primary use. The reason for this is two-fold. First, if their size and frequency are not controlled, these uses have the potential to affect nearby resource land uses and Gorge resources. Second, by their nature, they could also become so lucrative if not regulated that they could indirectly discourage continued farming or forestry on properties with both historically significant buildings and active farm or forest uses. Keeping them incidental and subordinate to the primary use would help ensure they do not adversely affect Gorge resources and productive resource lands.

Staff did not include the current Management Plan limits on frequency and size of such events because those limits may not work well as a preservation incentive for all historic properties. For example, some properties may be better suited to have fewer commercial events that may be larger than the current Management Plan limits. Other properties may be ideal for more frequent, smaller events. Instead of a "one-size-fits-all" approach, the recommended modification would allow each historic property desiring commercial events to propose a specific "operational plan" that specifies the size and number of such events. They would still need to be found incidental and subordinate to another use that is the primary use of a property, whether a farm, restaurant, dwelling, retreat facility, etc. This approach provides more flexibility.

Some of these uses may affect surrounding properties in ways that are not within the scope of the Scenic Area Act's purposes and standards. While this is an important planning issue, it is within the domain of the counties to regulate these uses to ensure they do not conflict with surrounding neighborhoods. The recommended modification provides that counties may impose additional regulations to address issues such as noise, traffic and hours of operation.

## **VII. Analysis of Proposed Plan Amendment PA-05-02**

### **Summary of Applicant's Analysis of Consistency with Criteria:**

**Criterion 1 -- Conditions in the Scenic Area Have Significantly Changed:** The applicant states there is new information and inventory data that constitute a significant change of conditions pursuant to Commission Rule 350-50-030(1)(b). The applicant also contends that there are changes in legal, social and economic conditions that constitute a significant change in conditions pursuant to Commission Rule 350-50-030(1)(c).

*New Information and Inventory Data:* In 1985, the Viewpoint Inn was listed on the National Register of Historic Places. Despite its listing on the National Register, the Viewpoint was not included in the cultural resources inventory prepared for the National Scenic Area in 1988. This report was prepared in response to Scenic Area direction to complete a resource inventory to include all existing cultural resources.

The applicant states that, in part, this omission occurred because the owners at the time had converted the building into a residence and that conversion resulted in an adverse effect to the Inn as a cultural resource. One of the reasons the Inn was found eligible for the National Register (and thus a significant cultural resource) related to its use as an inn associated with the rise of automobile touring and the development of the Historic Columbia River Highway. The applicant contends that terminating the Inn's original use and converting it to a residence thus constitutes an adverse effect to the cultural resource. The applicant then notes that the current owner seeks to restore and preserve the historic integrity of the building. Thus, the applicant states that new information about the National Register status of the building, adverse effects from its conversion to a residence, and the restoration and preservation goals of the current owner constitute a significant change in conditions in the Scenic Area.

*Change in Legal Conditions:* On October 19, 2004, the land use regulations for the portion of the Viewpoint Inn property in the SMA (including the building itself) converted to GMA guidelines, pursuant to Section 8(o) of the Scenic Area Act. This allows a designation such as Commercial Recreation to be applied to the property, whereas such designation is not available for lands in the SMA. It also allows any amendments to other GMA provisions to be applied to the property. The applicant argues that this constitutes a significant change in the legal status of the parcel.

*Change in Social Conditions:* The applicant states there are two changes in social conditions that would constitute a significant change in conditions in the Scenic Area. They are: (1) an increasing need for handicapped-accessible public restrooms; and (2) an increasing demand for banquets, receptions and similar events at scenic locations. The Viewpoint Inn can provide for both of these.

*Change in Economic Conditions:* The applicant states that, over time, the repair and maintenance needs of the building have increased significantly, and are estimated at \$220,425. This includes restoration work needed to undo changes caused by prior residential use of the property. The applicant indicates that the Viewpoint Inn must be allowed to generate enough

revenue to support restoration and preservation of the building. He notes that bed and breakfast use would not provide sufficient revenue for such restoration and preservation. The applicant also indicates that, under the Management Plan, bed and breakfasts and commercial events must remain incidental and subordinate to residential use of a property. The applicant continues that, since the Viewpoint Inn was not originally designed as dwelling, it does not meet the Management Plan definition of a dwelling. Thus, the applicant argues that neither bed and breakfast nor commercial event provisions of the Management Plan would be applicable to the Inn, which was designed as an inn and restaurant. In summary, the applicant argues that new information about extensive costs of restoration and maintenance, coupled with the lack of viable economic uses available under the Management Plan, constitute a significant change in conditions justifying a Management Plan amendment.

**Criterion 3 (Application is Consistent With Purposes and Standards of Scenic Area Act):** The first purpose of the Scenic Area Act is “to protect and provide for the enhancement of the scenic, cultural, recreational, and natural resources of the Columbia River Gorge.” The second purpose of the Scenic Area Act is “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 consistent with paragraph 1 (the first purpose).”

To satisfy the third criterion, the applicant notes that the proposed amendment would further both purposes of the Scenic Area Act. According to the applicant, it would result in protection and enhancement of the historic character of the Inn, and provide public viewing and interpretive opportunities, consistent with the first purpose of the Act. By providing a commercial use consistent with protection of Gorge resources, the applicant also states the proposal is consistent with the second purpose of the Act.

The applicant also highlights several Management Plan objectives and policies, asserting the application is consistent with these provisions. The plan provisions cited address: incentives for protecting cultural resources, increasing scenic appreciation opportunities, increasing recreation opportunities for the physically challenged, providing interpretive facilities to increase appreciation of Gorge resources. The applicant also notes the proposed amendment is consistent with policies for designating lands for the Commercial Recreation designation. Lastly, he asserts that the current RIC 2 classification is not consistent with recreation intensity class policies. Moderate intensity recreation development (as provided through RIC 3) is more appropriate for the property, given its accessibility, proximity to complementary recreation facilities, and on-site amenities, according to the applicant.

**Criterion 2 (No Practicable Alternative More Consistent with Scenic Area Act):** The Management Plan defines “practicable” as “able to be done, considering technology and cost.” The applicant asserts there is no practicable alternative more consistent with the purposes and standards of the Act because: (1) the application will provide an accessible, cultural and scenic resource-based recreation opportunity that otherwise would not exist, and (2) the application will protect and enhance the cultural resource, and limiting the Inn’s use to a private residence would force changes to the building that would be detrimental to the cultural resource.

Staff Analysis of Consistency of Proposed Amendment With Criteria:

**Criterion 1 (Conditions in the Scenic Area Have Changed Significantly):**

*New Information and Inventory Data:* The application correctly states that the Viewpoint Inn had already been determined to be a significant cultural resource before passage of the Scenic Area Act and thus should have been included in the Scenic Area's 1988 cultural resources inventory. Its omission was clearly an oversight. The key question in the context of criterion 1 is whether inclusion of the Inn in this inventory could have made any significant difference in the scope of allowable uses pursuant to the Scenic Area Act and Management Plan. If so, this could constitute new information "...that could result in a change of a plan designation, classification, or other plan provisions."

At the time of passage of the Scenic Area Act, the original commercial use of the Viewpoint, a property within the SMA, had long since ended. Section 6(d) of the Scenic Area Act ("Standards for the management plan"), taken in context of Section 2(j) (Definition of "major development action"), clearly indicate that new commercial uses, except those included in the recreation assessment, are prohibited within the Special Management Areas. As a private residence at the time, the property was not included in the recreation assessment for the SMA, as was the case for all private residences throughout the SMA. Thus, even if the property had been included in the 1988 cultural resources inventory, it could not have resulted in any designation allowing new commercial use (including restoration of original uses that had long since terminated) at the Inn. Its inclusion in the inventory could not have resulted in any other provisions in the Management Plan of significance with respect to the current application, including recreational uses. For example, there is no basis in the SMA Goals, Policies and Guidelines for the Recreation Intensity Classes (RICs) for the property receiving a different RIC than it was assigned (RIC 2) because of knowledge that the building (then a private residence) was historically significant. The omission of the Viewpoint Inn from the 1988 cultural resources inventory thus does not satisfy criterion 1 as new information constituting a significant change of conditions in the Scenic Area.

The applicant argues that conversion of the Inn to residential use by the prior owners constituted an adverse effect to the cultural resource and thus a significant change. Staff finds the prior owner's residential use not to be a significant change. The previous owners nominated the Inn for inclusion on the National Register, disclosing alterations made to the building associated with their residential use of the property. In their evaluation of eligibility, the Oregon State Historic Preservation Office considered these changes yet did not conclude that they compromised the historic integrity of the structure. OSHPO recommended that the building had sufficient integrity of design, materials, feeling, etc., as well as consistency with two of the four evaluation criteria to be eligible for the Register. The application quotes the first portion of 36 CFR 68.3 to support the assertion that conversion of the Inn from its original use to a residence is an adverse effect to the cultural resource. The standards cited, however, also clearly allow other compatible uses to occur. 36 CFR 68.3(a)(1), the first standard for preservation, states: "A property will be used as it was historically, or be given a new use that maximizes the retention of distinctive materials, features, spaces and spatial relationships." The successful nomination of the Inn to the Register in 1985 indicates that the new residential use,



and any alterations made to the Inn for that use, did not compromise the building's historic significance nor constitute an adverse effect to the resource.

Furthermore, any interior changes to a historic building are not subject to review under the Management Plan. The Management Plan's historic preservation guidelines only come into effect are when a proposed use may "...alter the exterior architectural appearance of buildings and structures that are 50 years old or older, or would compromise features of the surrounding area that are important in defining the historic or architectural character..." of such buildings.

In summary, new information provided with the application does not constitute a significant change of conditions in the Scenic Area, pursuant to Commission Rule 350-50-030(1)(a).

*Changes in Legal, Social, or Economic Conditions:* The Inn converted to GMA guidelines and a GMA designation (Small Woodland) on October 19, 2004 pursuant to Section 8(o) of the Scenic Area Act. This change certainly has significance to the property itself, as does any Section 8(o) redesignation. It allows application of GMA guidelines, which are significantly different than the prior SMA provisions. Under Commission Rule 350-50-030(1)(c), such changes would have to consist of those "...not anticipated in the Management Plan" (emphasis added) in order to constitute a significant change in conditions in the Scenic Area. The conversion of this property to a GMA designation pursuant to Section 8(o) is one of the many Section 8(o) conversions anticipated by the Management Plan. There are no salient distinctions associated with this particular 8(o) redesignation that make it a change not anticipated by the Management Plan.

The application asserts that there is an increasing need for handicapped-accessible public restrooms, and an increasing demand for banquets and similar events at scenic locations. While both of these trends may be occurring, there is no data provided to support these assertions. The Management Plan arguably provides opportunities to meet these demands. For example, some new handicapped-accessible public restrooms have been constructed at public parks in recent years, and many more may be permitted under the Management Plan. Similarly, there are a variety of places where, through the new "Commercial Events" provisions of the Management Plan, outdoor events in scenic locations could be approved. Thus, it appears that the Management Plan and its revisions did anticipate both these trends.

The applicant provides specific new cost estimates for restoration, repair and ongoing maintenance of the Viewpoint Inn (\$220,425). He also notes that the Inn's owners need to generate sufficient revenue to support these restoration and maintenance activities in order to protect and enhance the historic integrity of the Inn. Staff finds this new information is relevant and significant. It is corroborated by other input received in evaluating Gorge-wide policy issues regarding restoration and maintenance costs of historic buildings, especially larger buildings used as residences. Staff concurs that these costs may be significant, and uses that generate revenue to owners to support these costs could facilitate their long-term preservation.

The applicant also states that both bed and breakfast use and commercial events could not be allowed at the Inn because these uses must be incidental and subordinate to a residential use.

Because the Inn was not originally designed as a dwelling, it would not qualify under the Management Plan definition of "dwelling" for either of these uses, according to the applicant.

The Inn, although not originally designed to be a residence, was modified by the prior owners to serve primarily as a dwelling. Its primary use has been as a dwelling for many years. One may speculate if an application for a bed and breakfast or commercial events would be denied based on the grounds purported by the applicant. However, such a determination would require an interpretation by the implementing agency through the land use application process, considering a number of relevant factors. Given that the building was modified for and primarily used as a dwelling for years, a conclusion that it would categorically not qualify for uses accessory to a dwelling is premature.

New information about the high costs of restoration and maintenance for the Inn is validated by the results of the *Columbia River Gorge Commission - National Scenic Area Historic Buildings Survey*, completed as part of analyzing this application. That study found that the cost and complexity of restoration of historic properties is a major impediment to their preservation. In other words, the cost issue is a widespread issue and is new information that constitutes a significant change in conditions in the Scenic Area pursuant to Commission Rule 350-50-030(1)(c).

### **Criterion 3 (Application is Consistent With Purposes and Standards of Scenic Area Act):**

*Purposes of the Act:* As previously noted, the first purpose of the Scenic Area Act is to protect and enhance the scenic, cultural, recreational, and natural resources of the Scenic Area. The second purpose is to protect and support the economy of the Gorge by encouraging growth to occur in existing urban areas and by allowing future economic development in a manner consistent with the first purpose.

The first component of the proposed application would add a new policy to Part I, Chapter 2 of the Management Plan (GMA Cultural Resources). It would allow the Inn to re-establish its original restaurant and hotel use, conduct commercial events subject to restrictions on noise and hours of operation, and provide interpretive displays and scenic viewing opportunities for the public. It also requires that the structure be maintained in a manner that protects the historic significance of the property.

With one important revision, this component of the application is consistent with both purposes of the Act. The revision required to make it consistent with the first purpose is to make the new policy also a new review use guideline either for the designation in which the subject parcel is located, so that the uses are allowable subject to consistency with guidelines to protect scenic, cultural, natural and recreation resources. Without this revision, there would no review to ensure aspects of the uses would not adversely affect scenic or other resources. Some aspects of these uses (e.g. new parking areas, temporary structures associated with events) could adversely affect other resources if not properly designed. With this revision, the proposed GMA Cultural Resources Policy 20 would be consistent with the first purpose. This aspect of the proposed amendment would then also be consistent with the second purpose, by allowing economic development that is consistent with the first purpose.

*Standards of the Act:* Section 6(d) of the Act contains nine standards for the Management Plan. Five of these are not applicable to the proposed amendment. They address: protection and enhancement of open spaces (there are no lands designated Open Space on or adjacent to the subject parcel); prohibiting major development actions in the SMA; prohibiting industrial development outside urban areas; requiring that residential development not adversely affect Gorge resources; and require that mining outside urban areas not adversely affect Gorge resources.

Four of the Section 6(d) standards are relevant to the application. Standards 1 and 2 require protection and enhancement of farm and forest lands for farm and forest uses. Standard 4 requires that public and private recreation resources, including interpretive opportunities, are protected and enhanced. Standard 7 requires that commercial development outside urban areas occur without adversely affecting scenic, cultural, natural or recreation resources.

The subject parcel is too small to be used as either farm or forest land. It is located within a partially developed platted subdivision. Adjacent land uses within the subdivision (north and east of the parcel) are a mix of vacant lots purchased by the federal government and rural residential uses. There are some forested tracts in the vicinity outside the subdivision designated SMA Forest that could be used for forest uses. Almost all of these parcels are owned either by the federal government or the state of Oregon and are not managed for forestry. There is land designated for agriculture south of the subject parcel, on the other side of Larch Mountain Road. Some of this land is currently used for pasture. Given the nature of the anticipated uses associated with the application, ownership and management of nearby public lands, and the separation of the parcel from agriculturally-designated lands, the proposed amendment would not affect nearby farm or forest lands from being used for agriculture or forestry. This component of the proposed amendment is consistent with Standards 6(d)(1) and (2).

Recreational aspects of the proposed use would be consistent with Standard 6(d)(4), by enhancing private recreation resources through provision of interpretive facilities and a scenic viewpoint. As mentioned above, the allowed uses (if treated as review uses) would allow commercial development that does not adversely affect Gorge resources, consistent with Standard 6(d)(7) of the Act. The first component of the proposed amendment is consistent with the standards of the Act.

The second component of the amendment involves reclassifying the property from Recreation Intensity Class (RIC) 2 to RIC 3. This change would allow scenic overlooks and interpretive displays or facilities on the property, and parking areas to support such uses for up to 75 vehicles. The RIC 2 classification limits interpretive displays to 100 square feet in area, and limits recreational parking to 25 vehicles. Any recreational use allowed pursuant to the RICs must be found consistent with guidelines to protect all other resources before they can be approved. As such, the change from RIC 2 to 3 would allow additional parking capacity and interpretive facilities, but only if they do not adversely affect Gorge resources. This component of the proposed amendment would enhance recreation opportunities in a manner consistent with both purposes of the Scenic Area Act. This component of the proposed amendment is also consistent with other applicable standards in Section 6 of the Act, particularly Standard 6(d)(4).

The third component of the amendment involves redesignating the subject parcel to Commercial Recreation. It is currently designated Small Woodland (SMA portion) and Large-Scale Agriculture (GMA portion). The applicant states this designation is a more appropriate designation for the property, but also indicates this component of the application is option. The application states: "If there are significant concerns regarding a Commercial Recreation designation, the Gorge Commission can achieve the purposes of this proposal by merely approving the first two requests.

The Commercial Recreation (CR) designation is unique in that it allows a level of commercial development not allowed in any other Scenic Area designation. The CR zone allows up to 25 units of overnight accommodations, with individual units of up to 1500 square feet in size. If the development is clustered, up to 35 units of overnight accommodations may be permitted. Such accommodations must be tied to a resource-based recreation use on or adjacent to the site. Restaurants sized to accommodate overnight visitors and their guests are also review uses in this zone.

The subject property possesses characteristics consistent with some of the designation policies for Commercial Recreation – namely, the significant cultural resource, the interpretive opportunities it provides and the accessible scenic vista on the grounds. However, the redesignation of the subject parcel to CR raises concerns about long-term protection of cultural resources and thus consistency with the first purpose of the Act. The amount of potential commercial overnight accommodations allowed in the CR zone could create a disincentive to preserve and maintain the building in the long run. The intensity of development potentially available through the CR designation offers the possibility of significant economic gains from new overnight lodging. If in the future, restoration, repair and maintenance costs of the historic building remain very high or even rise, it could make the prospect of tearing it down and replacing it with new accommodations economically attractive. While this is clearly not the stated intent of the applicant, it is a possibility that arises with the CR designation. Thus, although the property has some qualities that might befit a CR designation, in this case such a designation would not be consistent with the first purpose of the Act regarding protection of cultural resources. The CR designation would be consistent with the first, second and fourth standards in Section 6(d) of the Act. It would not be consistent with the seventh standard, which requires that commercial development take place in a manner that does not adversely affect Gorge resources, because it could eventually cause an adverse effect to cultural resources.

In summary, if the proposed amendment did not include redesignation of the property to Commercial Recreation, it would be consistent with the purposes and standards of the Act.

**Criterion 2 (No Practicable Alternative More Consistent with Scenic Area Act):**

The first purpose of the Scenic Area Act requires protection and enhancement of cultural resources. The applicant's proposal does not meet Criterion 2 because there is a practicable alternative (the recommended modification) that provides better protection and enhancement of cultural resources and is thus more consistent with the Scenic Area Act.

The application would only apply to one building in the entire Scenic Area. On page 6 of the Application for PA-05-02, uses proposed in the application (including interpretive displays, gift shop, and re-establishment of hotel and restaurant use as originally designed) would only apply to "Privately-owned properties included on the National Register of Historic Places prior to November 17, 1986..." The Viewpoint Inn is the only privately-owned property included on the National Register of Historic Places prior to November 17, 1986 in the entire Scenic Area.

The Management Plan treats all buildings on or eligible for the National Register as significant cultural resources [Policy 10, page I-53, Management Plan]. Guidelines in Part I, Chapter 2 of the Management Plan are provided to ensure all significant cultural resources are protected from adverse effects, to implement the first purpose of the Act. The Management Plan makes no distinction between buildings on or eligible for the Register in terms of their significance or value as cultural resources. As the *Columbia River Gorge Commission, National Scenic Area Historic Building Survey* [Donovan and Associates, September, 2005] indicates, only a small percentage of historically significant buildings in the Scenic Area (those known to be eligible and likely to be eligible) are on the National Register.

The proposed plan amendment would allow uses at the Viewpoint Inn that could provide significant revenue for the owners. This revenue, as the applicant argues, would greatly facilitate ongoing protection and enhancement of this significant cultural resource. The proposed amendment would not, however, provide similar benefits to any other historically significant buildings in the Scenic Area. These buildings also need protection and enhancement as mandated by the Scenic Area Act. By applying to all historically significant buildings within the GMA, the recommended modification is more consistent with the first purpose of Scenic Area Act by providing much broader protection and enhancement of significant cultural resources in the Scenic Area.

#### Staff Analysis of Consistency of Recommended Modifications to Amendment With Criteria

Based on the conclusion that a Gorge-wide approach to preserving historic buildings is a practicable alternative to the application as submitted, staff recommends the modifications to the amendment included in Appendix B. Staff finds that these modifications are consistent with criteria to amend the Management Plan.

#### **Criterion 1 (Conditions in the Scenic Area Have Changed Significantly):**

*New information and inventory data:* A significant body of new information and inventory data regarding cultural resources in the Scenic Area has been generated through staff's review of the proposed amendment and analysis of how well the Management Plan protects and enhances historic buildings. As mentioned previously, the Gorge Commission directed staff to conduct this analysis as part of their review of this application. This new information came from the following sources:

- (1) The *Columbia River Gorge Commission, National Scenic Area Historic Building Survey* (Historic Building Survey) prepared by Donovan and Associates in September 2005;
- (2) Input received through consultation on the proposed amendment with the U.S. Forest Service, states of Oregon and Washington and Gorge counties;

- (3) Input from other agencies with expertise in historic preservation and other jurisdictions administering historic preservation programs;
- (4) Public comment received on the proposed amendment during the comment period;
- (5) Staff-generated summary of allowable uses for historic buildings in the Management Plan;
- (6) Relevant input received during Plan Review;
- (7) Compilation of relevant implementation experience regarding preservation of historic buildings and adaptive use proposals since Management Plan adoption.

Some of the above information was not gathered specifically for this plan amendment (particularly input received during Plan Review). However, it consists of information germane to the subject of historic preservation that did not exist when the Management Plan was originally adopted in 1991. The Commission had to prioritize its work during Plan Review work and could not address all topics. The Commission now has an opportunity through the proposed amendment to address Gorge-wide issues related to historic preservation.

Several important observations and facts emerged from this new information and data. These are discussed in detail below, and can be summarized as follows:

- Some significant historic buildings in the Scenic Area are deteriorating and are in need of stabilization to protect the resource. Other historic buildings have either been adversely impacted by incompatible alterations or lost to deterioration and demolition.
  - Rehabilitation (including restoration) and maintenance of historic buildings to preserve their historic integrity poses special challenges and can be very costly.
  - Providing flexibility for uses in historic buildings, including compatible adaptive uses and especially uses providing economic development options for the owners, is an incentive frequently used by jurisdictions with successful historic preservation programs.
  - Current Management Plan regulation offer limited options for adaptive use of historic buildings that would provide economic incentives for preservation. Some ideas for adaptive uses of historic buildings previously proposed would likely not be consistent with current Management Plan guidelines.
1. *Threats to Historic Buildings:* The Historic Building Survey indicates that, “Although generally in fair to good condition, some of the buildings were in need of structural stabilization and repair” [page iv]. Specifically, the survey report notes that many agricultural buildings are threatened by a lack of use or maintenance, due in part to changes in agricultural practices or changes in the use of the buildings. Many of these buildings are currently not in use, a harbinger of further degradation if they remain vacant. The survey report also highlights deterioration in the wet, western end of the Scenic Area due to climate.

An example of historic farm buildings in need of restoration and rehabilitation is found at the Dalles Mountain Ranch (Columbia Hills State Park, Washington). The original farm dwelling has

remained vacant for years. It and several other buildings in the original farm complex are in need of significant rehabilitation and stabilization to support public use [page 9 and Interview with Andy Kallinen, Park Manager, August 2005].

As the survey also notes, the Scenic Area has lost historic buildings to incompatible alterations through the years. In addition, implementation experience includes documented loss of several historically significant buildings through demolition, some of which had deteriorated severely. Other historic buildings not documented have likely also been lost due to neglect, vacancy and the elements.

2. *Challenges of Rehabilitation and Maintenance:* As part of the Historic Building Survey, the consultants interviewed 24 owners and/or managers of properties either on the National Register, known to be eligible, or likely to be found eligible. One of the themes repeated by those interviewed was the difficulty, and in particular the high cost, of restoring, rehabilitating and maintaining historic buildings in a manner that preserves their historic integrity.

As the survey report notes, "Owners cited the cost of maintaining a historic building is high because of the time, materials, and skill required to complete the repair work that is compatible with the historic building" [page 11]. Interviewees also spoke of difficulty in finding craftspeople and carpenters sensitive to historic buildings and willing to adapt standard techniques to combine new and old materials. Finding in-kind replacement materials for restoration of original features was also cited as difficult, as was maintaining original landscaping integral to the historic context of some properties.

Marge Dryden, US Forest Service Archaeologist, noted in a September 7, 2005 letter on the application, "...historic buildings can be expensive to maintain and large buildings...have associated costs that are beyond the reach of many residential occupants." Columbia Hills State Park Manager Andy Kallinen estimated in his August 2005 interview that the costs of restoring an 1880's barn at Dalles Mountain Ranch for adaptive reuse at \$250,000 and rehabilitating the Crawford House for a public use at approximately \$200,000. In a July 7, 2003 letter to the Commission from Tom Garnier, owner of "Mayerdale", a historically significant property along the Historic Columbia River Highway near Mosier, Mr. Garnier notes the property is in a "...serious state of deferred maintenance", and that "...it could take several hundred thousand dollars to repair the house." These types of figures and the high costs of proper restoration are corroborated in the application for the Viewpoint Inn, as discussed earlier in this report.

3. *The Case for Flexibility and Compatible Adaptive Use:* Comments from owners of historic buildings, preservation experts and planners from various jurisdictions point to the beneficial effects on historic resources provided by regulatory incentives for preservation. Such incentives typically involve codes with flexibility in allowing adaptive reuse of historic buildings compatible with preserving their historic character.

On page 12 of the Historic Buildings Survey report, the following was noted: "Several owners stated that use regulations should be relaxed to allow for compatible alternative uses that support the preservation of the historic buildings. Several owners stated that the Scenic Act promotes tourism and historic preservation, so the plan should allow alternative uses for the historic



buildings such as weddings, bed and breakfasts, gatherings, cafes and art galleries that serve tourists and generate income for the rehabilitation of the buildings.” Along a similar vein, Laurel MacDonald, in a July 5 2005 comment letter on the proposed plan amendment, stated, “...expanding usage options for historic properties would significantly enhance the ability to preserve these landmarks.” Ms. MacDonald owns the historic Bridal Veil Bed and Breakfast along the Historic Columbia River Highway.

Commission staff consulted with the National Trust for Historic Preservation in the process of researching various approaches to historic preservation nationwide. In a correspondence dated August 9, 2005, Stephanie Redman, Assistant Director of the National Trust's “Main Street” program, stated that “...a more flexible set of guidelines created specifically for the geographic area enables building owners to retain the historic integrity of the building while rehabilitating property for a contemporary use.” She observed that “...pristine restoration ala the Secretary's standards is often cost-prohibitive,” underscoring the importance of allowing compatible adaptive uses for historic buildings. Ms. Redman goes on to note, “the reason that many Main Street districts are economically viable today is because of adaptive reuse and preservation incentives.” While the Main Street program focuses on urban situations, these observations about the power of regulatory incentives still provide valuable lessons in effective preservation applicable to the Scenic Area.

The value of allowing adaptive uses in historic buildings is echoed in a September 12, 2005 comment letter from James Hamrick, Oregon State Historic Preservation Officer. Mr. Hamrick states: “The concept of compatible use is well founded in historic preservation philosophy. It acknowledges that while some properties can maintain the historic use, others may not survive without adjustments such as alternative but compatible uses.” Mr. Hamrick's letter also supports a Gorge-wide approach to this issue, as does a September 13, 2005 letter received from Greg Griffith, Deputy State Historic Preservation Officer with the Washington Department of Archaeology and Historic Preservation. Mr. Griffith stated that a Gorge-wide amendment addressing this topic “...provides the CRGC with a more efficient and comprehensive approach to its mission for cultural resources in the region.”

Richard Davis, Washington State Parks Area Manager for the eastern Gorge, highlighted the importance of allowing uses in historic buildings that facilitate reinvesting in those properties. In his September 7, 2005 letter, Mr. Davis states: “If the Gorge Commission is going to protect historic buildings in the Gorge, the Commission must find a way to allow private or government investment in historic buildings the opportunity for some type of economic benefit.”

As part of its research, Commission staff surveyed multiple jurisdictions in the Pacific Northwest that administer historic preservation programs. Jurisdictions known for their successful historic preservation efforts all provided regulatory incentives including adaptive use options for historic buildings. Most of these jurisdictions, particularly in the Pacific Northwest, are municipalities. Few if any county governments in the region were found to have special regulatory incentives for preservation of historic buildings through allowance of adaptive uses. Ken Guzowski, Preservation Planner for the City of Eugene, in an August 19, 2005 conversation, indicated the City's historic preservation zone approach has proven to be a powerful regulatory incentive for preservation. Similar observations on the importance of regulatory incentives were made by planners from the

cities of Bellingham, Washington, and Portland, Oregon, both of which make special provisions for uses in historic buildings.

The common thread is that, to effectively encourage historic preservation, land use codes should allow owners to pursue historically compatible uses that generate sufficient revenue to support the costs of restoration, rehabilitation and maintenance of historic properties. This point is emphasized in proposed plan amendment, which states: "Under the current economics, the Viewpoint Inn and Restaurant must be allowed to generate sufficient revenue to justify the preservation and restoration that it deserves" [Application PA-05-02, page 10].

4. *The Management Plan's Limited Provisions for Adaptive Use:* To assess whether an amendment to the Management Plan is needed, Commission staff analyzed allowable uses available for these buildings under the Management Plan. The analysis focused on uses that could potentially generate revenue that could help cover restoration and preservation costs. A table of such allowed uses for each land use designation was compiled for this analysis (copy enclosed). Several such uses are potentially available to some historic buildings (e.g. bed and breakfasts, home occupations); others are only allowed in a limited number of places. This is the case for a variety of commercial uses in Rural Center, Commercial or Commercial Recreation designations, which account for a small percentage of the Scenic Area land base.

The Management Plan provides some regulatory incentives for uses in historic buildings through provisions for bed and breakfasts and commercial events. In fact, in order to qualify for bed and breakfast use in the Special Management Areas, one must locate the use in a building on or eligible for the National Register of Historic Places. Commercial events are allowed in most GMA designations, but only in four circumstances, one of which is for dwellings listed on the National Register. A closer examination reveals that for many historic buildings, these uses are not an option. As revealed in the Historic Building Survey, only a small percentage of buildings eligible for the National Register are actually listed (7% of buildings identified as eligible or likely to be found eligible in the survey report). Most of these are in the SMA, where commercial events are not allowed. For the remaining 93% of historic buildings identified in the survey, commercial events are not a use option under the Management Plan. Also, about half of the buildings identified as historically significant in the survey report are not dwellings, and thus are not eligible for bed and breakfast uses. Several commenters, including the applicant for PA-05-02, felt that the revenue that bed and breakfast use generates is often insufficient to cover costs of rehabilitation, restoration and maintenance of historic buildings.

During Plan Review, Multnomah County provided a comment letter to the Commission, listing issues that it viewed as priorities to address during Plan Review. One of these issues was that the Management Plan does not adequately provide for adaptive use of historic buildings. In a September 26, 2001 letter to the Commission, then Planning Director Kathy Busse stated: "The land use guidelines (review uses) may prevent the re-use of historic buildings. This issue is of critical importance to Multnomah County." The June 17, 2005 letter from the Multnomah County Board of Commissioners urges the Commission to address this issue on a Gorge-wide basis.

Empirical experience through the years of implementation lends credibility to this assertion. For example, in 2001, a proposal emerged to convert a vacant, historic school to a multiple use facility

featuring artist studios, a gallery and restaurant, a community meeting space, four artist residences and traveler accommodations. Preliminary analysis showed several facets of the proposal were probably inconsistent with the Management Plan. Shortly after the proposal was submitted for review, the school was destroyed by fire. This case, however, underscores how an adaptive reuse may have provided a positive, compatible use of a disused historic building. Other similar examples have also emerged pointing to a need for more Management Plan flexibility to support historic preservation. For example, ideas at the Dalles Mountain Ranch for a museum/interpretive center for the old barn or a small inn at the Crawford House would not likely be allowed under current Management Plan provisions.

Wasco County Board of Commissioners submitted a comment letter in response to the Commission staff's exploration of additional economically beneficial, compatible uses for historic buildings in the Scenic Area. The Board stated, in their September 13, 2005 letter, that "...without this amendment, there is little incentive to maintain many of these buildings and will begin to lose them as a result of non-usage and neglect."

*Conclusion Regarding New Information to Support Recommended modification:*

In conclusion, all of the above new information and inventory data, taken as a whole, creates a strong case that Management Plan needs to be amended to better support protection and enhancement of cultural resources.

**Criterion 3 (Application is Consistent With Purposes and Standards of Scenic Area Act):**

*Purposes of the Act:*

The recommended modification allows historic buildings to be used in a manner that protects their historic integrity and facilitates public appreciation of the resource. This may in some cases include re-establishment of original uses, as well as adaptive uses for which the building was not historically used. These properties may only qualify for these uses if they demonstrate consistency with the Management Plan's guidelines and additional resource protection criteria. Such guidelines and criteria are designed to prevent the uses from adversely affecting scenic, cultural, natural and recreation resources. For example, any alterations to the historic property associated with the use must be consistent with the Secretary of Interior's standards for preservation and rehabilitation. The use itself must also result in additional protection and enhancement to the cultural resource, as delineated in a "Protection and Enhancement Plan." Additional criteria are provided to ensure any aspects of the uses occurring outside the building (e.g. parking) do not adversely affect scenic resources. The recommended modification also includes a requirement that the use not detract from any recreation uses that exist nearby. Furthermore, the list of allowed uses is limited to those that would provide for public enjoyment and appreciation of the historic resource. This will serve to enhance recreation opportunities associated with historic interpretation and visiting historic sites. The recommended modification is consistent with the first purpose of the Scenic Area Act.

The recommended modification would allow uses that create economic development opportunities for property owners in a manner consistent with the first purpose. Such opportunities include restaurants, historic inns, art studios and galleries, etc. The allowed uses will promote tourism based on enjoyment and appreciation of historic sites in rural, often scenic

settings. These opportunities are unique to this combination of historic resources and rural environments; they are not typically available or easily replicated inside urban areas. With a few exceptions, these opportunities do not exist under the current Management Plan. By allowing commercial development outside urban areas in a manner consistent with the first purpose of the Act, the recommended modification is consistent with the second purpose of the Act.

*Standards of the Act:*

Standard 6(d)(1) of the Act requires that the Management Plan protect and enhance agricultural lands for agricultural uses. Standard 6(d)(2) requires that the Management Plan protect and enhance forest lands for forest uses. Both allow conversion of resource lands to open space and recreation development, and conversions between farm and forest lands.

The recommended modification would allow certain uses in existing historic buildings, and supporting uses outside those buildings, such as parking areas, temporary structures, interpretive and picnic areas, etc. The recommended modification includes four additional, mandatory criteria all such uses must meet to protect agricultural and forest lands for agricultural and forest uses. These criteria are designed to protect productive farm and forest lands on parcels that include historic buildings that would accommodate these uses. They include siting criteria for components of the use outside the historic building, to minimize loss of land suitable for farming or forestry. The criteria also require that such uses do not interfere with accepted farm or forest practices on adjacent and nearby lands devoted to such uses. Lastly, they require owner of properties operating these uses to sign a declaration that accepted farm or forest practices are allowed to occur on nearby resource lands. Furthermore, by requiring that commercial events are incidental and subordinate to the primary use, the recommended modification will further protect farm and forest uses where they are the primary use occurring on a parcel that will also include these other, ancillary uses. In conclusion, the recommended modification is consistent with the first two standards in Section 6(d) of the Act.

Standard 6(d)(3) requires that the Management Plan protect and enhance open spaces. The recommended modification would not apply to any lands designated Open Space, and is thus consistent with the third standard of the Act.

Standard 6(d)(4) requires that the Management Plan protect and enhance public and private recreation resources and educational and interpretive facilities and opportunities, in accordance with the recreation assessment adopted pursuant to the Act. The recreation assessment includes the objectives, policies, and guidelines contained in Part I, Chapter 4 of the Management Plan ("Recreation Resources"). These provisions encourage opportunities for public appreciation and enjoyment of cultural resources, and enhanced understanding of the Scenic Area's history through interpretive facilities. The proposed uses in the recommended modification were specifically selected in part because they would afford the public opportunities to enjoy and appreciate significant historic resources. By allowing interpretive displays, picnic areas or other day use recreation (e.g. scenic viewpoint) at historic sites, the recommended modification would directly enhance public and private recreation and interpretive opportunities, consistent with Standard 6(d)(4) of the Act.

Standard 6(d)(5) requires that the Management Plan prohibit major development actions in the SMA. The recommended modification does not apply to any lands with Special Management Area designations. It is thus consistent with the fifth standard of the Act.

Standard 6(d)(6) requires that the Management Plan prohibit industrial development outside urban areas. The recommended modification does not allow any industrial development outside urban areas. It is thus consistent with the sixth standard of the Act.

Standard 6(d)(7) requires that commercial development outside urban areas take place without adversely affecting scenic cultural, natural or recreation resources. As was stated in detail in the analysis of consistency of the recommended modification with the first purpose, only commercial development consistent with the first purpose is allowed by the recommended modification. The recommended modification is consistent with the seventh standard of the Act.

Standard 6(d)(8) requires that residential development outside urban areas take place without adversely affecting scenic cultural, natural or recreation resources. The recommended modification does not allow any additional residential development in historic buildings. The recommended modification is consistent with the eighth standard of the Act.

Standard 6(d)(9) requires that the exploration, development and production of mineral resources outside urban areas take place without adversely affecting scenic cultural, natural or recreation resources. The recommended modification does not allow mining or related uses on historic properties. The recommended modification is consistent with the ninth standard of the Act.

In summary, the recommended modification is consistent with the purposes and standards of the Act.

**Criterion 2 (No Practicable Alternative More Consistent with Scenic Area Act):**

The recommended modification is a practicable alternative to the applicant's proposal that is more consistent with the purposes and standards of the Scenic Area Act. It provides protection for cultural resources not afforded by the applicant's proposal. It could allow approval of those uses the applicant is requesting, since the restaurant, inn, interpretive displays, commercial events and day use public recreation would all be allowable review uses under the recommended modification to the amendment. These uses would have to be consistent with the Secretary of Interior's standards for preservation and rehabilitation, and found to contribute to the protection and enhancement of the historic resource and to not adversely affect other Gorge resources.

Other alternatives to both the applicant's proposal and the recommended modification exist. One option is for the Commission to not adopt either of these, and leave the Management Plan as is regarding historic buildings. This alternative is less consistent with the Scenic Area Act, because it fails to provide the added protection and enhancement to historic resources that the recommended modification offers. As explained under the analysis of consistency of the recommended modification with criterion 1, substantial new information now exists showing that: (1) threats exist to a number of historic buildings in the Scenic Area, (2) historic buildings are difficult to restore and maintain; (3) the

best way to ensure long-term preservation of these resources is through provisions allowing adaptive use of these buildings, and (4) the Management Plan does not adequately provide for such uses. A “no action” alternative would be unresponsive to this new information and clearly provide less protection for cultural resources.

Another option is for the Commission to approve the applicant's request, and consider similar changes for other specific historic properties in the Scenic Area, as they come forward through proposed amendments. First, this approach is not practicable, as treating these historic properties individually would require a level of staff and Commission resources beyond the agency's capacity. It is also not as consistent with the purposes and standards of the Act, as it doesn't ensure protection and enhancement of all buildings on or eligible for the National Register of Historic Places. Some properties that may be eligible now may become ineligible or may cease to exist in the future. Similarly, some buildings not eligible now may become eligible (through extensive restoration, or as time passes and they become old enough to meet the age criterion). Treating historic buildings individually would not address the above types of changes to buildings, as would the recommended modification. Furthermore, this approach is reactive rather than proactive, and there is no guarantee other significant historic properties would even apply for such an amendment.

Lastly, the Commission could consider a Gorge-wide amendment to allow re-establishment of original historic uses in these buildings. This approach ignores the body of evidence indicating that, in many cases, faithfully restoring original uses can be cost-prohibitive and may not provide sufficient revenue that could in turn support the restoration/preservation work needed. In other words, only allowing re-establishment of historic uses would be a less powerful incentive for preservation in many cases than would an adaptive use approach. Also, it may be difficult at times to adequately document the exact historic use for a building, particularly if the uses changed over time. Important details a planner would need to know in order to permit a re-established use may be difficult to track down in the historic record. This alternative, by not allowing compatible adaptive uses of historic buildings, would provide less protection to the historic resources than would the recommended modification.

There is no practicable alternative to this recommended modification that is more consistent with the purposes and standards of the Act than a Gorge-wide amendment allowing additional uses in historic buildings that are compatible with the historic character of the resource and do not adversely affect Gorge resources or farm and forest lands. The recommended modification provides the most comprehensive protection to historic resources of any alternatives considered. There is no practicable alternative to the recommended modification that is more consistent with the purposes and standards of the Act.

## **IX. Options and Recommendations**

### ***Option 1: Adopt the Proposed Application with Minor Clarifications***

If the Commission finds the applicant's proposed amendment consistent with all three plan amendment criteria, then the Commission should adopt it. If the Commission makes these findings, staff recommends you include the following minor clarifications in your motion to adopt.

1. Eliminate the portion of the proposed amendment that changes the designation of the parcel to Commercial Recreation; and
2. Add the uses that are included in paragraph 1 of the proposed amendment as new "Review Uses" in Part II, Chapter 7 of the Management Plan, to be clear that these uses must be consistent with the Scenic, Natural, Cultural, and Recreational guidelines in the Management Plan

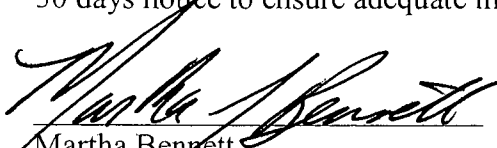
***Option 2: Reject the Proposed Application and the Recommended Modification***

If the Commission finds that the application, both as submitted and as recommended to be modified is inconsistent with one or more of the Plan Amendment criterion, then the Commission should vote to deny the application.

***Option 3: Schedule the recommended modification for additional public input***

If the Commission finds that the proposed application can be modified through substantive changes to meet all three plan amendment criteria, then you should take additional public input as required by Commission rule 350-50-100 (3)(h). If you select this option, then staff recommends that you schedule a new public hearing for your December 13, 2005, which allows enough time to provide a 30 day notice of hearing for the recommended modification. Continuance of the hearing to the November 8, 2005 meeting would not allow for 30 days notice for public review of the modifications.

***Recommendation:*** Staff recommends the Commission pursue option 3. Staff agrees with the applicant that there is a need to amend the Management Plan to better protect and enhance historic buildings as important cultural resources. However, in our review of the application, as a result of the new historic buildings survey, and because of what we learned from other jurisdictions, staff recommends that the Commission find that there is a practicable alternative to the proposed plan amendment, which is to allow adaptive reuse of all buildings that are on or eligible for the National Register of Historic Places provided that reuse protects farm and forest lands and scenic, natural, cultural, and recreational resources. Staff recommends proposed modifications to the amendment to implement that Gorge-wide approach. Commission rule 350-50-100(3)(h) requires the Commission to take additional public input prior to adopting significant changes to a proposed plan amendment. Because the recommended modifications have not been noticed prior to this Director's Report, staff recommends a minimum of 30 days notice to ensure adequate input.

  
Martha Bennett  
Executive Director

  
Date

Appendix A: Text of Proposed Amendment to the *Management Plan for the Columbia River Gorge National Scenic Area* (PA-05-02):

Appendix B: Text of Recommended Substantive Modification to Application

Attachments:

1. *Columbia River Gorge Commission - National Scenic Area Historic Buildings Survey*
2. Consultation Letters from Agencies
3. List of Agencies Contacted
4. Table of Potential Revenue-Generating Uses Allowed in Historic Buildings
5. Public Comments Received During Comment Period (Commission only)



## APPENDIX A: PROPOSED PLAN AMENDMENT LANGUAGE

Plan Amendment Application PA-05-02 (as revised on May 10, 2005) consists of the following specific requests:

1. Add the following as GMA Cultural Resources Policy 20 to Part I, Chapter 2 of the Management Plan:

Privately owned properties included on the National Register of Historic Places prior to November 17, 1986, shall be permitted to be open for public viewing, interpretive displays, and an associated gift shop. Voluntary donations to support maintenance, preservation and enhancement of the cultural resource may be accepted by the landowner. On such properties, existing facilities that were originally designed for restaurant and hotel purposes shall also be permitted to re-establish restaurant and hotel use, subject to the following conditions:

- A. The existing historic structure shall continue to be maintained in a manner that protects and preserves the cultural significance of the property and thereby retains its status on the National Register of Historic Places.
- B. Interpretive displays should highlight and explain the cultural significance of the property including its architectural significance and its role in the history of the Columbia River Gorge. The siting, size, color, and physical features of outdoor interpretive displays shall be reviewed and approved by the Executive Director of the Commission prior to installation. The content of interpretive displays shall follow the recommendations of the *Interpretive Strategy for the Columbia River Gorge National Scenic Area*.
- C. Public viewing of the facility and interpretive displays shall be limited to daylight hours of 9:00 a.m. until dusk. Any associated gift shop shall not exceed 100 square feet in floor area.
- D. Restaurant use shall have a maximum indoor seating capacity of 115 patrons. Private parties, banquets, receptions and similar events may also utilize outdoor facilities provided that outdoor activities shall be limited to daylight hours of 9:00 a.m. until dusk. Except for breakfast served to overnight guests, food service shall be limited on Monday through Saturday to the hours of 11:00 a.m. to 10:00 p.m. On Sunday, food service may operate from 9:00 a.m. to 10:00 p.m.
- E. Hotel use shall be limited to a maximum of five private rooms available for overnight guest accommodations.
- F. During daylight hours, outdoor noise levels shall not exceed 8 decibels. After dusk, outdoor noise levels shall not exceed 5 decibels.

2. Change the recreation intensity class of the subject property from RIC 2 to RIC 3.
3. Change the land use designation from Large-Scale Agriculture and Small Woodland to Commercial Recreation.

## **APPENDIX B: PROPOSED SUBSTANTIVE MODIFICATION TO THE AMENDMENT**

### **NEW CULTURAL RESOURCES POLICY (Part I, Chapter 2 of Management Plan)**

Provide incentives to protect and enhance historically significant buildings by allowing uses of such buildings that are compatible with their historic character and that provide public appreciation and enjoyment of them as cultural resources.

### **SPECIAL USES IN HISTORIC BUILDINGS\* (Part II, Chapter 7 of Management Plan)**

#### **Additional Review Uses for Historic Buildings**

1. In addition to all review uses allowed in the designation in which the property is located, the following uses may be allowed in all GMA land use designations except Open Space and Agriculture-Special in a building either on or eligible for the National Register for Historic Places and outdoors on a property including such a building (as specified below), subject to compliance w/ "Additional Resource Protection Guidelines for Uses in Historic Buildings" and applicable guidelines to protect scenic, cultural, natural and recreation resources:
  - (A) establishments selling food and/or beverages
  - (B) overnight accommodations, including bed and breakfasts
  - (C) commercial events in the building or on the subject property, incidental and subordinate to the primary use of the property
  - (D) wineries/tasting rooms
  - (E) conference and/or retreat facilities
  - (F) artist studios and galleries
  - (G) gift shops
  - (H) interpretive displays, picnic areas or other recreational day use activities on the subject property
  - (I) parking areas on the subject property to support any of the above uses.
2. For the purposes of the guidelines in this section, the term "historic buildings" refers to buildings either on or eligible for the National Register of Historic Places. Eligibility determinations shall be made by the local government, based on input from the state historic preservation office (SHPO). The local government shall submit a copy of any historic survey completed to determine eligibility to the State Historic Preservation Office (SHPO). The SHPO shall have 30 calendar days from the date this information is mailed to submit written comments on the eligibility of the property to the local government. If the local government's determination contradicts comments from the SHPO, the local government shall justify how it reached an opposing conclusion.
3. Use (1)(C) is not subject to the "Commercial Events" provisions in Part II, Chapter 7 of the Management Plan.\*\* Commercial events in historic buildings will be regulated by the guidelines contained in this section. Applications for commercial events shall include all information in the "Operational Plan for Commercial Events" as specified in Guideline 1.D of "Additional Resource

Protection Guidelines for Historic Buildings". The following apply to commercial events in historic buildings:

- a. Commercial events include wedding, reception, parties and other gatherings that are incidental and subordinate to the primary use on a parcel.
  - b. The owner of the subject property shall notify the reviewing agency and all owners of land within 500 feet of the perimeter of the subject property of each planned event. The notice shall be in writing and shall be mailed at least seven calendar days before an event.
4. Use (1)(H) is not subject to the parking limits and associated "Facility Design Guidelines" in the Recreation Intensity Classes.
  5. Counties may impose additional requirements to address potential impacts to surrounding properties. For example, they may limit the size and frequency of commercial events and outdoor activities, noise, parking, vehicular traffic, lighting and operating hours.
  6. Land use approvals for special uses in historic buildings shall be subject to review by the local government every five years from the date the original approval was issued. As part of this review, the applicant shall submit documentation to the local government on the progress made in implementing the "Protection and Enhancement Plan" required in Cultural Resources Guideline 1 of "Additional Resource Protection Guidelines for Uses in Historic Buildings". The local government shall submit a copy of the applicant's documentation to the State Historic Preservation Office (SHPO). The SHPO shall have 30 calendar days from the date this information is mailed to submit written comments to the local government. If the local government's determination contradicts comments from the SHPO, the local government shall justify how it reached an opposing conclusion. The local government shall revoke the land use approval if the owner has failed to make sufficient progress towards implementing the actions described in the "Protection and Enhancement Plan."
  7. The property owner shall be the primary operator of the use for all the above uses. If the property is a residence, the owner shall reside at the property.
- \* *Cross-reference to "Special Uses in Historic Buildings" to be added to "Review Uses" for all GMA land use designations except Open Space and Agriculture-Special.*
- \*\* *Will require a revision to "Commercial Events", GMA Guideline 2.A, deleting "...dwelling listed on the National Register of Historic Places." Commercial events at historically significant buildings would be regulated under the new "Special Uses in Historic Buildings" provisions.*

**Additional Resource Protection Guidelines for Uses in Historic Buildings (Part II, Chapter 7 of Management Plan)**

The following guidelines apply to proposed uses listed under “Special Uses for Historic Buildings” in addition to all other relevant guidelines for protection of scenic, cultural, natural and recreation resources:

*Cultural Resources*

1. In addition to completion of an historic survey (if required pursuant to “Historic Surveys and Reports” on page I-58, Part I, Chapter of the Management Plan), applications for Special Uses for Historic Buildings shall include a “Protection and Enhancement Plan” which shall include the following:
  - A. A description of how the proposed use will significantly contribute to the protection and enhancement of the historic resource, including specific actions that will be taken towards restoration, protection and enhancement, and adequate maintenance of the historic resource, and a proposed schedule for completion of such actions.
  - B. A statement addressing consistency of the proposed use with the *Secretary of the Interior's Standards for Rehabilitation of Historic Properties* and the *Secretary of the Interior's Standards for Preservation of Historic Properties*.
  - C. Detailed architectural drawings and building plans that clearly illustrate all proposed exterior alterations to the building associated with the proposed use. Any exterior additions to the building or outdoor components of the proposed use (e.g. parking areas, site for temporary structures, interpretive displays) shall be shown on the site plan.
  - D. Any proposal for commercial events (Use 1(C) under “Additional Review Uses for Historic Buildings”) shall include an Operation Plan for Commercial Events, to be incorporated into the “Protection and Enhancement Plan”. The Operational Plan shall include sufficient information to demonstrate how the commercial events will remain incidental and subordinate to the primary use of the property, and shall, at minimum, address:
    - (1) Number of events to be held annually.
    - (2) Maximum size of events, including number of guests and vehicles at proposed parking area.
    - (3) Provision for temporary structures, including location and type of structures anticipated.
    - (4) How the proposed commercial events will contribute to protection and enhancement of the historic resource.

2. The local government shall submit a copy of the "Protection and Enhancement Plan" to the State Historic Preservation Office (SHPO). The SHPO shall have 30 calendar days from the date this information is mailed to submit written comments to the local governments. The SHPO comments shall address consistency of the proposed use with the *Secretary of the Interior's Standards for Rehabilitation of Historic Properties* and the *Secretary of the Interior's Standards for Preservation of Historic Properties*, and the effect of the proposed use on the historic resource.
3. Any alterations to the building or surrounding area associated with the proposed use have been determined by the local government to be consistent with the *Secretary of the Interior's Standards for Rehabilitation of Historic Properties* and the *Secretary of the Interior's Standards for Preservation of Historic Properties*. If the local government's final decision contradicts the comments submitted by the State Historic Preservation Office, the local government shall justify how it reached an opposing conclusion.
4. The proposed use has been determined by the local government to have no effect or no adverse effect on the historic character of the property, including features of the property contributing to its historic significance. If the local government's final decision contradicts the comments submitted by the State Historic Preservation Office, the local government shall justify how it reached an opposing conclusion.

#### *Scenic Resources*

1. New parking areas associated with the proposed use shall be located on the subject property. Such parking areas may be developed using paving blocks, gravel, or other pervious surfaces; asphalt, concrete and other impervious materials shall be prohibited.
2. New parking areas associated with the proposed use shall be visually subordinate from Key Viewing Areas, and shall to the maximum extent practicable, use existing topography and existing vegetation to achieve visual subordination. New screening vegetation may be used if existing topography and vegetation are insufficient to help make the parking area visually subordinate from Key Viewing Areas, if such vegetation would not adversely affect the historic character of the building's setting.
3. Temporary structures associated with a commercial event (e.g. tents, canopies, portable restrooms) shall be placed on the subject property no sooner than two days before the event and removed within two days after the event. Alternatively, temporary structures may remain in place for up to 90 days after the event if the local government determines that they will be visually subordinate from Key Viewing Areas.

#### *Recreation Resources*

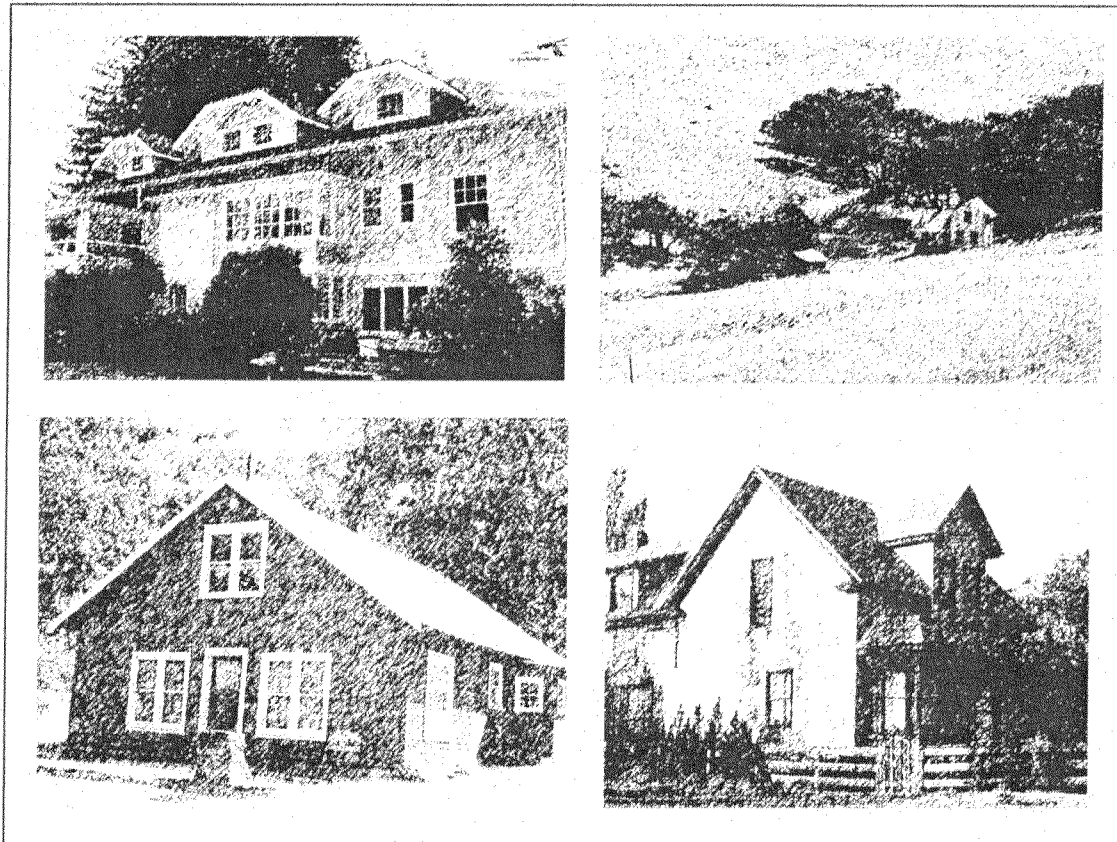
1. The proposed use shall not detract from the use and enjoyment of existing recreation resources on nearby lands.



*Agricultural and Forest Lands*

1. The proposed use is compatible with and will not interfere with accepted forest or agricultural practices on nearby lands devoted to such uses.
2. The proposed use will be sited to minimize the loss of land suitable for production of crops, livestock or forest products.
3. A declaration has been signed by the landowner and recorded into county deeds and records specifying that the owners, successors, heirs and assigns of the subject property are aware that adjacent and nearby operators are entitled to carry on accepted agriculture or forest practices on lands designated Large-Scale or Small-Scale Agriculture, Commercial Forest Land, or Large or Small Woodland.
4. All owners of land in areas designated Large-Scale or Small-Scale Agriculture, Commercial Forest Land, or Large or Small Woodland that are within 500 feet of the perimeter of the subject property on which the use is proposed to be located have been notified and given at least 10 days to comment prior to a decision on an application for a Special Use for a Historic Building.

# **COLUMBIA RIVER GORGE COMMISSION NATIONAL SCENIC AREA HISTORIC BUILDING SURVEY**



Presented to the  
**Columbia River  
Gorge Commission**  
White Salmon, WA.

September 2005

# TABLE OF CONTENTS

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<b>TABLE OF CONTENTS</b>	<b>i</b>
<b>ACKNOWLEDGEMENTS</b>	<b>iii</b>
<b>EXECUTIVE SUMMARY</b>	<b>iv</b>
<b>INTRODUCTION</b>	<b>1</b>
Purpose	1
Scope of Work	1
<b>METHODOLOGY</b>	<b>2</b>
Pre-Field Work	2
Reconnaissance-Level "Windshield" Survey	2
Evaluation	2
Owner Interviews	3
Final Report	3
<b>HISTORIC OVERVIEW</b>	<b>4</b>
A Brief History	4
<b>SURVEY RESULTS</b>	<b>7</b>
Overview	7
Properties Listed on the National Register of Historic Places	7
Properties Previously Determined Eligible for the National Register by SHPO	7
Potentially Eligible National Register Properties (2005 Field Survey Evaluation)	7
Past and Present Uses	8
Condition of Historic Resources	9
Historical Themes Represented	9
Future Survey Needs and Recommendations	10
<b>INTERVIEWS</b>	<b>11</b>
Interview Process	11
Summary of Past and Present Uses	11
Maintenance or Rehabilitation Challenges	11
Scenic Area Approval Process	12
Suggestions and Thoughts	12
Other General Comments	12
<b>REFERENCES</b>	<b>13</b>
<b>ADDENDIX</b>	<b>14</b>
County area maps with distribution of significant historic properties.	

# FIGURES & TABLES

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## FIGURES

<b>Figure 1</b>	CCC constructed visitor's center at Beacon Rock Washington State Park.	<b>3</b>
<b>Figure 2</b>	The active settlement of The Dalles in 1866.	<b>4</b>
<b>Figure 3</b>	Multnomah Falls Lodge, designed by well-known Portland architect A.E. Doyle, was built in 1925 along the Columbia River Highway.	<b>5</b>
<b>Figure 4</b>	Cherry Park Grange #667 in The Dalles retains its historic use.	<b>8</b>
<b>Figure 5</b>	A barn at The Dalles Mt. Ranch in need of structural stabilization.	<b>9</b>

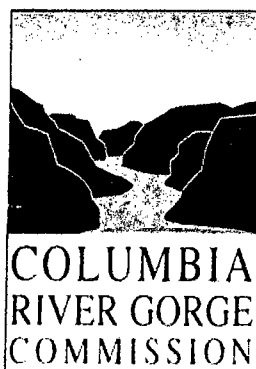
## TABLES

<b>Table 1</b>	Summary of survey results by county.	<b>7</b>
<b>Table 2</b>	Summary of past and present historic use.	<b>8</b>
<b>Table 3</b>	Land Use Designations of Eligible and Potentially Eligible Properties in the SMA and GMA.	<b>9</b>

**Photograph Source:** Historic black and white photographs were reproduced from the *History of the Columbia River Valley from The Dalles to the Sea*, by Fred Lockey. Published in 1928.

# ACKNOWLEDGEMENTS

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## **Columbia River Gorge Commission**

Martha Bennett, Executive Director  
Brian Litt, Senior Planner and Project Coordinator  
Mark Garner, GIS Coordinator

## **UDSA Forest Service Columbia River Gorge National Scenic Area**

Marge Dryden, Historic Preservation Specialist  
Heritage Program Manager

## **County Assessor and Planning Offices**

Clark, Skamania, & Klickitat, WA  
Wasco, Hood River, & Multnomah, OR

## **Interviewees**

We would like to thank the number of property owners  
in the Scenic Area who were willing to share their  
building's history and offer suggestions that  
might be helpful in preserving these  
important resources for  
future generations.

## **Report and Survey by**

Donovan and Associates  
Historic Preservation Consultants  
Sally Donovan, MS  
Bruce Howard

**September 2005**



# EXECUTIVE SUMMARY

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## PURPOSE

The purpose of the *Columbia River Gorge Commission, National Scenic Area Historic Building Survey* is to identify buildings potentially eligible for listing on the National Register of Historic Places (NRHP) in the Scenic Area. The historic survey project is part of a larger planning effort to assess how well the allowable uses in the *Management Plan for the Columbia River Gorge National Scenic Area* (*Management Plan*) support the preservation and rehabilitation of historic resources.

## SURVEY PROCESS

The reconnaissance-level "windshield" survey evaluated buildings over 50 years old in the Scenic Area outside defined urban areas. Buildings determined eligible for or listed in the NRHP, and historic buildings on state and federal lands in the Scenic Area were also included in the survey. This survey was limited to buildings; objects and engineering structures such as roads, bridges, and dams were not included.

The survey, completed in July and August 2005, involved a visual evaluation of properties from the public road right-of-way. The location, type, style, age, general condition, integrity, and uses were recorded on the field forms, and photographs were taken of each property. The buildings in the survey were evaluated for eligibility according to the NRHP criteria.

## SURVEY RESULTS

- ☐ A total of 798 buildings were surveyed.
- ☐ Four (4) buildings were previously listed on the NRHP. One is in private ownership and the other three are federally or state-owned.
- ☐ Eighteen (18) were previously determined eligible for listing in the NRHP by the Oregon and Washington SHPOs.
- ☐ Thirty-six (36) properties were determined to be "Potentially Eligible" for listing in the NRHP as a result of this survey.
- ☐ Five hundred & eighty-three (583) were considered "Not Eligible" because of moderate to extensive alteration or lack of architectural distinction.
- ☐ A **total** of fifty-eight (58) buildings were identified as either determined eligible for or listed in the NRHP, or potentially eligible for listing in the NRHP.

## SURVEY FINDINGS

- ☐ An excellent cross-section of building types, ages, styles, and uses were identified ranging from rural farm complexes to larger architect-designed summer homes.
- ☐ Distributed throughout the Scenic Area, the potentially eligible buildings were constructed from the 1890s to the 1920s.
- ☐ Historical themes represented include Settlement, Agriculture, Commerce, Social History, Architecture, and Recreation.
- ☐ Residences and farm complexes are the most common past and present uses. Other uses include agricultural (barns), commercial/tourism (inns, auto parks), recreational, and community buildings such as granges and schools.
- ☐ Although generally in fair to good condition, some of the buildings were in need of structural stabilization and repair.
- ☐ Many agricultural buildings are threatened from lack of use and maintenance due to changes in farm practices. Rehabilitating ag buildings not in use is rarely cost effective.
- ☐ The Scenic Area has lost many of its historic buildings to incompatible alterations and additions.

# INTRODUCTION

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## PURPOSE

The purpose of this historic building survey is to provide background information necessary to determine the location, number, type, general condition, and past and present uses of buildings potentially eligible for listing on the National Register of Historic Places (NRHP) in the *Columbia River Gorge National Scenic Area* (Scenic Area). The Columbia River Gorge Commission's (Gorge Commission) historic survey project is part of a larger planning effort to assess how well the allowable uses in the *Management Plan* support the preservation and rehabilitation of historic resources. The protection and enhancement of cultural resources, including historic properties, is one of the stated purposes in the Scenic Area Act.

Specifically, the report will help the Commission assess the extent of potential effects from changes to the *Management Plan* being considered to help support preservation. The survey gives the Gorge Commission and the USDA Forest Service as well as other state and federal agencies information on the location, extent, distribution, condition, and number of potentially significant historic buildings in the Scenic Area.

## SCOPE OF WORK

The scope of work included conducting a reconnaissance-level survey of buildings over 50 years old not previously evaluated for NRHP eligibility in the Scenic Area outside defined urban areas. Previously identified historic buildings on state and federal lands in the Scenic Area were also included in the survey results. These buildings were not part of the reconnaissance fieldwork. This survey was limited to buildings. Objects and engineering structures such as roads, bridges, and dams were not included in the project scope.

A reconnaissance-level survey is the most basic approach for systematically documenting and evaluating historic resources in a defined geographic area that may be eligible for listing in the NRHP. This type of survey involves a visual evaluation of properties, basic descriptive and location information, and an estimate of the age, integrity and condition of the building. Historic research on each building was not conducted as part of this project except when previous surveys or studies were available. A brief historic overview is provided to aid in the understanding of the various property types and in the evaluation process.

Based on the guidelines of the Oregon and Washington State Historic Preservation Offices (SHPO) for conducting reconnaissance-level surveys, this scope of work included:

- ☐ Defining boundaries of the survey area
- ☐ Identifying the types of historic properties present
- ☐ Recording information on the appearance, integrity, and use of each property sufficient to permit a preliminary evaluation of its significance
- ☐ Taking digital photographs of all properties that retain sufficient historic integrity, and
- ☐ Preparing a report and maps that summarize the results of the survey.

In addition, the Gorge Commission requested the following work:

- ☐ Compiling a database of the survey results
- ☐ Determining broad patterns of development, use, and themes
- ☐ Identifying buildings potentially eligible for listing in the NRHP based on the survey and previous research
- ☐ Interviewing a sampling of property owners that have potentially eligible properties.

# METHODOLOGY

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The project methodology involved five major phases: 1) pre-field work; 2) conducting the reconnaissance-level “windshield” survey; 3) evaluating the survey data; 4) interviewing a variety of property owners; and 5) drafting a final report summarizing the results of the survey project.

## PRE-FIELD WORK

The pre-field work involved meetings with Gorge Commission and NSA Heritage Resources staff to provide input on the survey process, and field forms and database design. Scenic Area development review applications were reviewed, and previous historic surveys and county surveys were collected as reference material. Properties previously listed in the NRHP or formally determined eligible for listing in the NRHP by the SHPOs were gathered as part of the pre-field work. The *1981 Columbia River Highway Inventory* was reviewed for properties in the Scenic Area. Current and historic USGS topographic maps, highway and Scenic Area maps, and assessor maps were gathered for use in the field.

County assessors generated a database of buildings that pre-dated 1956; this information was used as the base for developing a list of properties to survey. Because computer-generated assessor information was not available in Skamania County, property files were examined to locate that county’s historic properties. A master database and field survey form was created for each county.

## RECONNAISSANCE-LEVEL “WINDSHIELD” SURVEY

Each property on the master list was located in the field. Observations were made from the nearest public road right-of-way. Properties were classified during the field survey according to the following categories:

### *Retained Architectural Integrity*

- ☐ Properties that retained sufficient architectural integrity (i.e. original siding, doors, windows, plan) and had minor to moderate alterations were surveyed.
- ☐ The building’s condition, alterations, architectural style, use, siding material, and height were recorded.
- ☐ Photographs of the buildings were taken from the public-right-of-way.

### *Extensively Modified Properties*

- ☐ These buildings had a combination of alterations to windows, siding, roofing, and/or had incompatible additions and did not have sufficient architectural integrity to convey its style or type.
- ☐ Photographs and field notes were not usually taken of these buildings.
- ☐ These building were noted as “Not Eligible-Altered” on the field list.

### *Non-Visible Buildings*

- ☐ Properties that were not visible from the right-of-way were not surveyed.
- ☐ These buildings were noted on the master list as “Research Needed-No Access.”

## EVALUATION

Following the field work, the survey data and readily available historical information was gathered and evaluated according to the NRHP *How to Apply the National Register Criteria for Evaluation*. The evaluation included assessing the integrity of the building (design, setting, materials, workmanship, location, feeling and association) and *one* of the applicable NRHP criteria:

- ☐ Criterion A: Association with events, activities, or broad patterns of history.
- ☐ Criterion B: Association with the lives of persons significant in our past.
- ☐ Criterion C: Embody distinctive characteristics of construction, or represent the work of a master, or possess high artistic values; or represent a significant and distinguishable entity whose components may lack individual distinction.
- ☐ Criterion D: Archeological sites - *does not apply since only above ground resources were part of the inventory.*

Since a reconnaissance-level survey is based on an architectural field evaluation, the determination of eligibility was made primarily on NRHP Criterion C, for architectural distinction, rarity of type, associated with a known architect, or method of construction. If previously recorded historical information was available or if property owners provided additional history, this data was considered in the evaluation as it applied to Criteria A and B. Based on the consultant's professional judgment, buildings in the survey were placed in the following four categories.

#### ***Potentially Eligible***

Buildings *likely* to meet the eligible criteria for NRHP retained architectural integrity and met at least one of the NRHP significance criteria.

#### ***Research Needed***

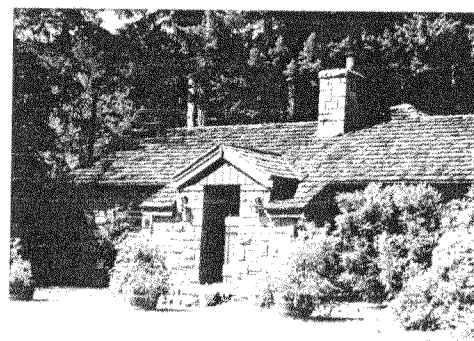
Properties that met the age and integrity criteria (retained sufficient architectural integrity to convey the historic period) but needed more historic research to make a preliminary determination of eligibility were noted in the master list as "Research Needed."

#### ***Research Needed-No Access***

The properties that were not visible from the road were also listed. These were noted as "Research Needed-No Access." Contact with property owners would have to be made in order to survey these properties.

#### ***Not Eligible***

Properties more than 50 years old but lacking architectural distinction and with moderate alterations were determined to be "Not Eligible." The properties that were extensively altered were also listed as "Not Eligible-Altered."



**Figure 1:** CCC constructed Beacon Rock WA. State Park Visitor's Station.

### **OWNER INTERVIEWS**

Phone and personal interviews were conducted with owners of properties identified as potentially eligible for listing in the NRHP, previously determined eligible, or already listed on the NRHP. The interviews were conducted in an effort to gather additional historical information about the original and current uses, building condition, and any issues or thoughts about preservation, rehabilitation, and uses of the historic properties in the Scenic Area. A list of historic buildings was generated for the interviews based on these elements:

- ☐ Architectural and historic significance based on NRHP criteria
- ☐ Historic use and theme including a cross-section of building types
- ☐ Geographic location encompassing the six counties of the Scenic Area
- ☐ Age

### **FINAL REPORT**

The final report was drafted, including:

- ☐ Summary of the project objectives and methodology
- ☐ Brief historical overview highlighting the broad patterns of development
- ☐ Discussion of the survey results including historical themes, building types and uses, styles, age, and geographic distribution of the resources.
- ☐ Summary of owner interviews
- ☐ References
- ☐ Appendix: County maps showing distribution of significant historic buildings

# HISTORIC OVERVIEW

This overview of the Euro-American development of the Scenic Area provides a framework for the evaluation of the various types of historic properties found in the survey area. In 1988, Heritage Research Associates completed a comprehensive prehistory and history of the Scenic Area entitled *Prehistory and History of the Columbia River Gorge National Scenic Area, Oregon and Washington*. This comprehensive history was used as the basis for the following historical summary.

## A BRIEF HISTORY

Native people, whose history spanned at least 10,000 years in the Gorge, first inhabited the lands that now encompass the Scenic Area. These native groups lived by fishing, hunting large game, and gathering plants. The Upper Chinookans inhabited the majority of the Gorge lands during the time of historic contact. The lives of the native people changed dramatically with the beginning of this Euro-American contact. Trade goods, new diseases, tensions with the fur traders, and encroachment by the settlers disrupted their traditional way of life. These marked the ending of the traditional ways of life and the beginning of Euro-American settlement of the region.

At the end of the eighteenth century, explorers sailed to the gateway of the Gorge in search of the Northwest Passage, and started mapping the "Great River of the West." Lewis and Clark followed, noting the wonders of the Gorge during the 1805-06 exploration of the Pacific Northwest. Fur traders, based in what is now Vancouver, Washington, started a lucrative trading business that continued for the next 30 years. By the 1830s, missionaries crossed the continent and settled in the lands around the Gorge, and reported to people in the East about the abundance of natural resources available "out west."



**Figure 2.** *The active settlement of The Dalles in 1866.*

Overland migration started in the early 1840s and continued for the next twenty years. The Dalles, including the military encampment and mission, was the last settlement before Oregon Trail pioneers pushed on towards the fertile lands of the Willamette Valley (Figure 2). The north side of the Columbia River in what is now Washington was settled more quickly because of the tillable acreage along the river. The south side of the river developed more slowly as the steep terrain and heavily forested areas were harder to settle. Homes were built on the early land claims and service-related businesses developed along the shores of the Columbia River. The towns of Lyle, Bingen, White Salmon, Stevenson, Washougal, Mosier, Hood River, and Corbett developed around these early claims. As the river

communities grew, farms and ranches pushed further inland, and better methods of transportation developed. Steam ships traveled the Columbia and portage railroads circumvented the rapids near present-day Cascade Locks. The gold rush of the early 1860s in Eastern Oregon and Idaho sparked new development in the Gorge as miners traveled through the area purchasing supplies before traveling further east.

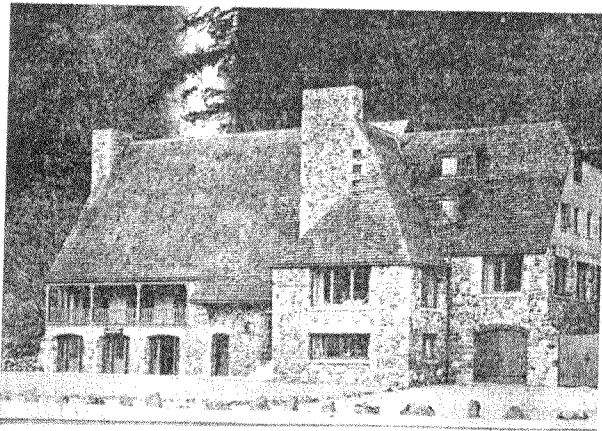
The construction of the Oregon Railway and Navigation Company railroad along the south shore of the Columbia River in Oregon further secured the futures of the larger settlements of Cascade Locks, Hood River, and The Dalles. Many of the communities were formally platted during this period. This was the start of a new era; the small river towns were now connected to the rest of the country by rail. As a result, new markets for Northwest natural resources were created. Salmon fishing operations along the Columbia proliferated as thousands of salmon were caught in fishwheels. Fish canneries became a part of the riverfront as the industry prospered. Although sawmills were established throughout the region in the 1850s and 1860s, large-scale commercial lumbering did not begin until the 1890s when the Bridal Veil Lumbering Company began operation near Multnomah Falls. Other lumber operations soon followed near Stevenson, Underwood, and Hood River.



The Columbia River Gorge developed as an ideal location for specialized crop production in spite of the winters and rugged terrain. Settlers in Hood River area grew some of the first fruit in the Gorge and by the 1890s, a co-op formed to market Hood River strawberries. Lands in the Klickitat Valley were also well suited for fruit. After 1900, orchards dotted the farm lands of the Gorge. Dryland wheat farming flourished in high plateau areas of Wasco County, and cattle and sheep grazed the hills in Klickitat County. Regional granges were built and organized to help support the agriculture industry. These buildings also served as social meeting halls and community centers. Schools and churches were built in population centers and in rural areas to accommodate the growth in the region.

The completion of the navigation canals at Cascade Locks in 1896, and later at The Dalles-Celilo in 1915, further improved the river transportation system; local fruit, wheat, lumber and fish could now be shipped to markets without the portage around the cascades. The tourist industry blossomed as people came to the Gorge area to recreate and admire the scenic beauty. Visitors from nearby Portland and across the country came to enjoy the fishing, hunting, hiking, and camping, and stay in the campsites and inns that developed in response to the new tourism industry. Hot springs resorts developed in Skamania County that catered to health-seekers and weary travelers.

Tourism along with other regional industries benefited from the creation of the Good Roads' Movement that began in the late 1890s when bicyclists lobbied for an improvement over the dirt roads. The popularization of the automobile in the first two decades of the 1900s, accelerated the effort to pave new roads throughout Oregon and Washington. Good Roads' enthusiasts promoted the idea of a scenic highway that extended from Portland at the west end through the Gorge to The Dalles. Construction of the new Columbia River Highway was started in 1913 and by 1922, recreationalists were now able to tour the scenic beauty of the Gorge only a day from Portland and other nearby communities. The paved highway officially opened from Portland to Hood River in 1916.



**Figure 3.** *Multnomah Falls Lodge, designed by well-known Portland architect A.E. Doyle, was built in 1925 along the Columbia River Highway.*

The USDA Forest Service, who managed forest land in the Gorge since the region was created in the early 1900s, responded to the need of the travelers and opened the Eagle Creek Campground. Other tourist facilities were built including Vista House at Crown Point (1918) and Multnomah Falls Lodge (1925). Other privately owned inns, roadhouses, restaurants, hotels and auto camping parks were constructed along the new highway. Well-known Portlanders who supported the construction of the highway politically and monetarily built large summer homes. Smaller vacation cabins and permanent homes were also constructed along the route. The communities of Corbett, Springdale, and Bridal Veil prospered and grew after the new highway was completed.

The Good Roads' Movement was also strong in Washington. In 1907, the state in conjunction with Gorge counties began construction of the Northbank Highway in eastern Clark County utilizing parts of the military route. The new Evergreen Highway was opened in 1908 and was later paved from Vancouver to the eastern part of the state. In 1924, transportation between the two states was improved by the completion of the an interstate bridge spanning the Columbia at Hood River and Bingen.

The Gorge communities continued to grow, capitalizing on the fishing, agricultural (wheat, sheep, cattle, & fruit), lumber, and tourism. The 1930s brought major change to the area as the Great Depression hit the nation. Crop prices dropped and the area suffered as did many areas throughout the region. Federal relief programs instituted by President Roosevelt put the unemployed back to work. Army Corps of Engineers built

large-scale projects such as the construction of Bonneville Dam during this time. Civilian Conservation Corp (CCC) camps were set up to employ people and help improve community, state and federal facilities. CCC construction projects were built in many of the state parks and on federal forest lands. The nation slowly recovered from the Depression as World War II was ushered in. The war brought financial instability to many; however, the region's farmers profited as wheat and produce were needed to feed the troops overseas. A post-war boom followed, and once again the Gorge communities grew and prospered.

New homes were erected and businesses started as the populations increased. New federal projects were constructed such as The Dalles Dam, and expansion of Bonneville Dam and the navigation locks. Although these projects helped the local economies they also changed the face of the Gorge. The dams inundated parts of the Gorge land; some communities were moved to higher ground. The "modern" highways of the early 20<sup>th</sup> century gave way to the wider river-grade highway of the 1950s, and later, Interstate 84.

In 1986, the scenic beauty of the Gorge was recognized nationally. The Columbia River Gorge National Scenic Area was created to enhance the scenic, natural, cultural and recreational resources, and protect and support the economy of the area by encouraging growth to occur in urban areas and allowing economic development outside urban areas consistent with resource protection. The Scenic Area consists of 292,500 acres, located in six counties in Oregon and Washington. Lands in the Scenic Area are both privately and publicly owned. Established through a bi-state compact between Oregon and Washington in 1987, the Columbia River Gorge Commission was created to administer the Scenic Area Act, and develop and implement the Scenic Area's *Management Plan*, with the USDA Forest Service.

# SURVEY RESULTS

## OVERVIEW

Approximately 798 buildings over 50 years old were surveyed as part of this project. A variety of types, uses, themes, and styles of historic resources were identified and recorded. Properties ranged from simple vernacular farmhouses depicting the agricultural-based economy to large summer homes associated with the recreational development of the Historic Columbia River Highway. The resources illustrate the complex history and uses of the lands now included in the Scenic Area. Many of the buildings were extensively altered. These modifications severely impacted the number of historic buildings that would qualify for listing in the NRHP. Of the 798 surveyed, 36 buildings were determined potentially eligible for listing in the NRHP (Table 1). Eighteen (18) other buildings were previously determined eligible for listing in the NRHP by the SHPO and four (4) properties were previously listed in the NRHP. These significant resources represent the themes of Agriculture, Recreation, Architecture, Commerce, Education, Settlement, and Social History. This survey created a baseline list; historic buildings 'discovered' later can be added to it.

## PROPERTIES LISTED ON THE NRHP

Few buildings in the Scenic Area are listed in the NRHP; only one of these is a privately owned resource. These include Multnomah Falls Lodge (federally-owned), Eagle Creek Campground CCC-Era Structures (federally-owned), Vista House (state-owned), and the View Point Inn (privately-owned).

*\* Note: The survey list does not include NRHP listed archeological sites, objects, or engineering structures such as bridges, dams or the Historic Columbia River Highway (also a National Historic Landmark).*

## PROPERTIES PREVIOUSLY DETERMINED ELIGIBLE FOR NRHP BY SHPO

There are 18 properties that were previously determined eligible for listing in the NRHP by the Oregon and Washington SHPOs (Table 1). These determinations were gathered from available development review files at the USDA Forest Service CRGNSA and Gorge Commission offices.

## POTENTIALLY ELIGIBLE NRHP PROPERTIES (2005 FIELD SURVEY EVALUATION)

There were 36 properties in the survey area that were determined potentially eligible for listing in the NRHP. These significant resources retained sufficient architectural integrity to convey the historic use and period, and met at least one of the NRHP criteria. Many of these properties, particularly in Multnomah County, were previously inventoried as part of county historic inventory or in association with the 1981 *Columbia River Highway Inventory*. This inventory and other county inventories provided baseline information that aided in the determination of eligibility.\*

*\*Note: These preliminary determinations of eligibility would have to be submitted to the Washington and Oregon SHPOs for review and concurrence before formally determined eligibility for the NRHP.*

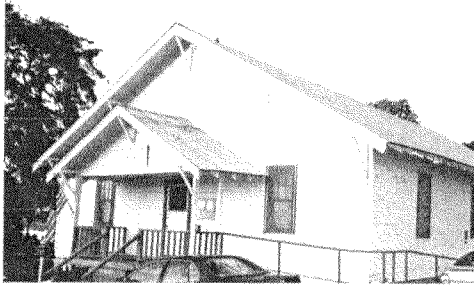
County, State	Listed on NRHP	SHPO Determined Eligible	Potentially Eligible 2005 Invent.	Not Eligible	Research Needed 2005 Invent	No Access-Research Needed
Clark, WA	0	1	4	39	7	4
Skamania, WA	0	6	3	178	22	14
Klickitat, WA	0	1	4	45	13	6
Multnomah, OR	4	3	15	158	36	42
Hood River, OR	0	0	4	65	13	2
Wasco, OR	0	7	6	98	12	8
<b>TOTALS</b>	<b>4</b>	<b>18</b>	<b>36</b>	<b>583</b>	<b>103</b>	<b>76</b>

Table I. Summary of survey results by county.

## PAST AND PRESENT USES

There are a wide variety of uses associated with the significant historic resources located in the Scenic Area. The uses of these buildings include residential, commercial, agricultural, social, and recreational. The predominant historic uses, however, were agricultural and residential. Table 2 illustrates the changes in building use over the years. The built-date of the resources range from the 1880s to the 1930s.

The majority of the buildings determined potentially eligible for NRHP were used historically and currently as dwellings; some of these were associated with farm or ranch complexes. Many of these dwellings were built in conjunction with the construction of the highways during the early automobile age. This is especially evident in Multnomah County where many of the residences were erected after the completion of the Columbia River Highway (1913-1922). Some of these dwellings were exclusively used as summer homes by nearby Portlanders; now these homes are used as full-time residences.



**Figure 4:** *Cherry Park Grange #667 in The Dalles retains its historic use.*

Commercial ventures were also established along the Columbia River Highway to serve the needs of the visitors. These commercial ventures included roadhouses, inns, restaurants, and an auto park. Two commercially constructed buildings were determined potentially eligible for listing in the NRHP, one restaurant was previously determined eligible for NRHP listing, and one historic inn/restaurant is currently listed on the NRHP. Of the two determined potentially eligible, one is currently used as a commercial bed and breakfast. This use is consistent with the historic use although the property originally accommodated more visitors with an auto park on site as well as several separate cabins to rent. One of the original roadhouses is currently used as a residence; however, on occasion it is used as a bed and breakfast. The restaurant that was previously determined eligible is now vacant but had been used in the recent past as a restaurant. The historic inn, currently on the NRHP, was originally used as an inn and restaurant, and is currently used as a residence.

There is only one auto court that survives along the Historic Columbia River Highway. This is currently being used in conjunction with a trailer park. The store building associated with the auto park is intact and is used for storage. A few of the cabins survive and are now used as long-term rentals. Auto-parks historically were used as places to "car camp," rest, or rent cabins. These types of buildings were once common in the Gorge. A golf course clubhouse in the eastern part of the Scenic Area in Oregon is still used for its original purpose; the clubhouse was constructed in association with the completion of the Columbia River Highway through The Dalles. Similar buildings also were constructed along the Washington side of the Gorge after the completion of the Evergreen Highway (not many of these resources currently meet the NRHP integrity criteria).

County, State	Residential*		Agriculture		Farm Complex		Commercial /Tourism		Recreation		Community Buildings**		Vacant/ Misc.	
	Past	Pres	Past	Pres	Past	Pres	Past	Pres	Past	Pres	Past	Pres.	Past	Pres
Clark, WA	2	2	1	1	2	2	0	0	0	0	0	0	0	0
Skamania, WA	0	2	1	1	3	2	0	0	2	2	3	1	0	1
Klickitat, WA	0	0	0	0	4	3	0	0	0	1	1	1	0	0
Multnomah, OR	10	12	0	0	3	3	5	1	2	2	2	3	0	1
Hood River, OR	2	4	0	0	2	0	0	0	0	0	0	0	0	0
Wasco, OR	2	4	1	1	6	3	1	0	1	2	2	2	0	1
<b>TOTALS</b>	<b>16</b>	<b>24</b>	<b>3</b>	<b>3</b>	<b>20</b>	<b>13</b>	<b>6</b>	<b>1</b>	<b>5</b>	<b>7</b>	<b>8</b>	<b>7</b>	<b>0</b>	<b>3</b>

**Table 2: Summary of past and present historic use.**

\* Currently three residences are permitted as bed & breakfasts.

\*\* Community buildings include school, granges, religious retreat, and churches.

All potentially eligible granges in the study area are used for their historic use as social and meeting halls with the exception of one grange currently used as a residence. One of the two potentially eligible schools identified is currently in use as a church; one is still a school. The third school that was previously determined eligible is used as a home office.

There are several agricultural related farm complexes or buildings that meet the NRHP criteria. Many of these ag-based auxiliary buildings retain their original use supporting the farm/ranch; however, some of these are vacant or used for storage. This change of use is precipitated by changes in agricultural practices. The Dalles Mt. Ranch has the highest number of intact outbuildings of any ranch complex surveyed. Many of these buildings are currently not in use and are in need of stabilization and rehabilitation.

These various uses fall under the Scenic Area's land use designations that are permitted in either the General Management Area (GMA) or the Special Management Area (SMA). Table 3 lists the number of eligible and potentially eligible buildings in each of the following land use designations.

LUD	GMA							SMA			
	A-1	A-2	R	RC	C	F-2	F-3	F-3/A-1	A	F	PR
<b>TOTAL</b>	17	4	18	2	1	1	1	1	2	8	3

**Table 3. Land Use Designations (LUD) of Eligible and Potentially Eligible Properties in the SMA and GMA.**

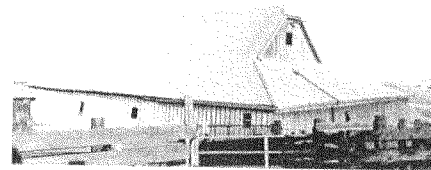
## CONDITION OF HISTORIC RESOURCES

The condition of the building was assessed visually from the public right-of-way unless permission was granted by the owner to access the property; interviews with the owners often added to this visual assessment. The condition of the buildings ranged from fair to excellent. The houses were generally in good condition although maintenance such as painting and roofing was a continual issue. Deterioration of components such as wood siding and support beams was more prevalent on properties in the western counties in the Scenic Area because of the forested location and high rainfall. Some barns and residences were in need of structural repairs such as replacement of supporting members (Figure 5). A few of the residences associated with the farm complexes were in fair condition. These buildings are part of larger complexes where maintaining a number of buildings is difficult and often costly. Some of the buildings in the western part of the Scenic Area historically had elaborately designed landscapes, which are also costly to maintain.

## HISTORICAL THEMES REPRESENTED

The historic themes represented by the significant properties in the survey area follow the historic development of the region. These include Early Settlement, Agriculture, Architecture, Commerce, Recreation, Education, and Social History.

**Early Settlement:** This theme is represented by properties in the study area that have association with the theme of agriculture. One farmhouse in particular represents this theme. The house is associated with one of the first settlers in Clark County who was granted a donation land claim. Another residence in Wasco County, a log cabin, represents an early method of construction.



**Figure 5:** A barn at The Dalles Mt. Ranch in need of stabilization.

**Agriculture:** Some of the earliest resources are associated with the theme of agriculture, the mainstay of the settlement and economy of Oregon and Washington. These resources include farm and ranch complexes that represent various periods of settlement and building types. Orchards, vegetable and berry farms, and dry-land wheat farming supported these agricultural businesses. Barns, residences, garages, sheds, springhouses, and other support outbuildings are represented in this theme.

**Architecture:** This theme includes a range of buildings from large architect-designed vacation homes built along the Historic Columbia River Highway to smaller Vernacular style farmhouses constructed of native

**Architecture:** This theme includes a range of buildings from large architect-designed vacation homes built along the Historic Columbia River Highway to smaller Vernacular style farmhouses constructed of native stone. The larger homes in the study area were generally built in the 1910s and 1920s and were designed in the popular period revival styles such as the Mediterranean, Colonial Revival, Tudor, and Craftsman styles. Architects associated with these buildings include well-known Portland architects A.E. Doyle, Herman Brookman, Carl Linde, and Morris Whitehouse. Bungalow style residences were the most common building style found in the Scenic Area.

**Commerce and Recreation:** Restaurants, inns, roadhouses, clubhouses, and auto parks are represented under the theme of commerce and recreation. These buildings were constructed for commercial use in response to the popularity of motor touring along the Columbia River Highway in Oregon. Inns and roadhouses were designed to resemble residences and were generally designed in popular period styles. The clubhouse included in this theme is a good example of a recreational facility that was constructed in response to the completion of the Columbia River Highway, and the popularity of golf in the early 20<sup>th</sup> century. The only auto park remaining in the study area is a good example of a tourist-related business that offered a variety of lodging facilities to motorists.

**Social History and Education:** Granges and schools represent this theme. There are several granges located in the Scenic Area. These buildings were important social and organizational meeting places for residents of small farming communities that one dotted the lands on both sides of the Columbia River. Small country schoolhouses located outside rural areas represent the theme of education.

#### **FUTURE SURVEY NEEDS AND RECOMMENDATIONS**

These recommendations would only be implemented with landowner consent or when development reviews were undertaken that affected a historic property.

- ☐ Pursue concurrence from the Washington and Oregon SHPOs on properties that were determined potentially eligible for listing in the NRHP through this 2005 survey process.
- ☐ Conduct an intensive-level historic survey of the historic properties that were classified as "Research Needed." These properties retain sufficient architectural integrity but need more research to make a determination of eligibility for listing in the NRHP.
- ☐ Conduct a historic survey of larger commercial developments and the recreational lake cabins in the Scenic Area. These resources are more complex and could be evaluated as a building ensemble or a district.
- ☐ Investigate the possibility of completing a thematic NRHP multiple property submission for some of the properties found in the study area. Examples might be buildings associated with the development of the Historic Columbia River Highway, granges and schools, and agricultural complexes. These thematic studies could be accomplished by partnering with other state or federal agencies.



# OWNER INTERVIEWS

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## INTERVIEW PROCESS

A cross-section of people who owned properties that were potentially eligible, determined eligible, or previously listed in the NRHP were interviewed. These interviews were conducted to gain historical data and information relating to the preservation of historic buildings. Interviewees, contacted by phone and in person, were selected to represent a cross-section of property types from high-style to vernacular, of past and present uses, and of geographic locations (at least two from each county). A total of twenty-four (24) interviews were conducted by phone or in person.

After a brief introduction, the consultants asked about the history of the property followed by five questions prepared by the Gorge Commission staff. Notes were taken of the conversation, and consultants transcribed these notes as a record of the interview. The following were the list of questions:

- 1) Do you know how the property was originally used? Was it designed for this use?
- 2) How is the property currently used? Has it had a different use in the recent past?
- 3) Have you found any special challenges in restoration or maintaining the building as it relates to its historic nature?
- 4) Have you had to apply for Scenic Area approvals for any new uses or modifications to the building? If yes, please describe the experience and the outcome?
- 5) Do you have any thoughts/suggestions for the Commission as they consider this issue?

## SUMMARY OF PAST AND PRESENT USES

The property types represented in the interviews included single-family residences, ranch/farm buildings and houses, schools, granges, clubhouses, inns, and an auto park. The oldest buildings in the group were ranch/farm complexes that pre-dated 1900. Most of the properties date from the early 1900s.

A majority of the properties were used for their historic uses; exceptions include a grange and a historic inn now used as residences. One of the oldest properties, a log cabin, is vacant, and a historic ranch is now part of the Washington State Park system. Some of the ranch/farm outbuildings are used in different ways or used for storage.

## MAINTAINANCE OR REHABILITATION CHALLENGES

The interviewees were asked if there were any special challenges restoring or maintaining their historic properties. Over half the interviewees identified issues of concern. Owners cited the cost of maintaining a historic building is high because of the time, materials, and skill required to complete the repair work that is compatible with the historic building. Some of the owners cited special challenges in rehabilitating or updating structures of stone construction; these properties were often difficult to insulate, install new plumbing in, or update the wiring in because of the stone walls.

Owners in the western part of the Scenic Area reported more weathering of wood structures because of the forested environment and the rainfall. One property owner had difficulty finding craftspeople/carpenters sensitive to historic buildings, or willing to adapt standard construction techniques to the unique task of combining new and old materials (for example rehabilitating wooden sash or existing stair railings). Also cited was the difficulty at times of getting in-kind replacement material. Maintenance of the historical landscape features and grounds were also cited as an issue. These are integral to the historic context of the site and should be taken into consideration in the review process.

## SCENIC AREA APPROVAL PROCESS

The interviewees were asked if they had applied for Scenic Area approval for any new uses or modifications to the building, and if so, what the experience was like and the outcome. Over half of the owners interviewed have applied for permits from the Scenic Area for alterations or a new use at some time during their ownership. The following is a summary of the major concerns or issues:

- ☐ Many owners wanted better coordination with county planners and building inspectors.
- ☐ Some interviewees had issues with allowable uses. One property owner wanted to move into a historic house first had to prove continuous use as a residence. Another owner wanted to use a house for a historic use but it was not allowed under the current management plan.
- ☐ Several property owners said that the permit process was needed, recognized the limitations of staff, and many owners valued the scenic nature of the Gorge.
- ☐ Many owners expressed frustration with the time it took to process an application, however, several owners did not mind the time involved especially when it allowed everyone involved to come with a collaborative solution for the use and preservation of the building.
- ☐ Several owners reported frustration with the limits on color choices. A few wanted to paint their building its original color but were not allowed because of restrictions on paint colors.
- ☐ Two interviewees had concerns with the tree screening and planting requirements. One property owner felt frustrated with the process involved in being able to remove diseased trees near a historic building. One owner objected to the required plantings of trees to screen a resource. Many owners thought there should be a balance between natural and built environment.
- ☐ Approximately seven property owners thought that each historic property should be considered individually considering the historic uses and social history as possible current uses.

## SUGGESTIONS AND THOUGHTS

Many had suggestions or opinions of how cases, their own or a friend's or a hypothetical case, should be handled by the Gorge Commission.

- ☐ Several owners stated that use regulations should be relaxed to allow for compatible alternative uses that support the preservation of the historic buildings. Several owners stated that the Scenic Act promotes tourism and historic preservation so the plan should allow alternative uses for the historic buildings such as weddings, B & Bs, gatherings, cafes, and art galleries that serve tourists and generate income for the rehabilitation of the buildings. One interviewee stated, "revenue equals rehabilitation."
- ☐ One owner suggested tying the permit for adaptive reuse into restoration/rehabilitation of the building (require a plan and measurable bench marks for permit renewal).
- ☐ Two owners advocated the same regulations apply to all NSA properties new and old, making decisions on a case-by-case basis, evaluating the site, resource, setting, amenities, and impact to the surrounding environment. Concerns were expressed about what was perceived as "spot" zoning.
- ☐ An owner thought that the length of ownership should be a factor in changes of use or allowable uses (a "grandfather" clause).
- ☐ Another owner stated that there were sometimes (particularly in the past) discrepancies between the Management Plan and the individual County Building Codes.
- ☐ One property owner (elderly) wanted to build another residence on the acreage to so that a relative could live on the family farm and help maintain it. This was not allowed under the Scenic Area *Management Plan*. The owner also was frustrated that parcels of land around him were being divided up and large houses constructed. The owner felt that this new construction was an unfair application of the regulations, and that wealth was criteria for obtaining a permit.

## OTHER GENERAL COMMENTS

- ☐ Avoid being too bureaucratic-reduce paperwork, and most importantly, keep the human quality foremost in the interactions with the public.
- ☐ Allow different types of crops to be grown or the land used in a different way in order to respond to changing markets.

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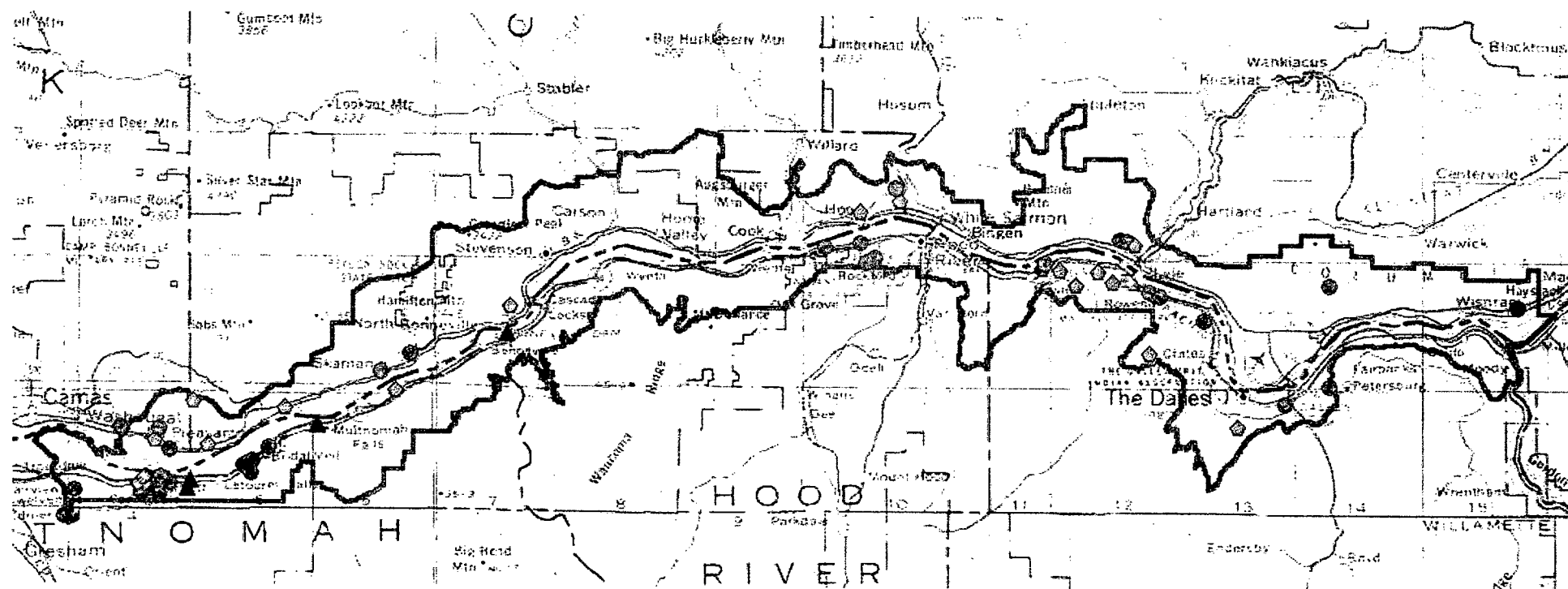
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## APPENDIX: MAPS

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## Distribution of Significant Historic Buildings In the CRGNSA



### Key to Significant Historic Buildings In the NSA

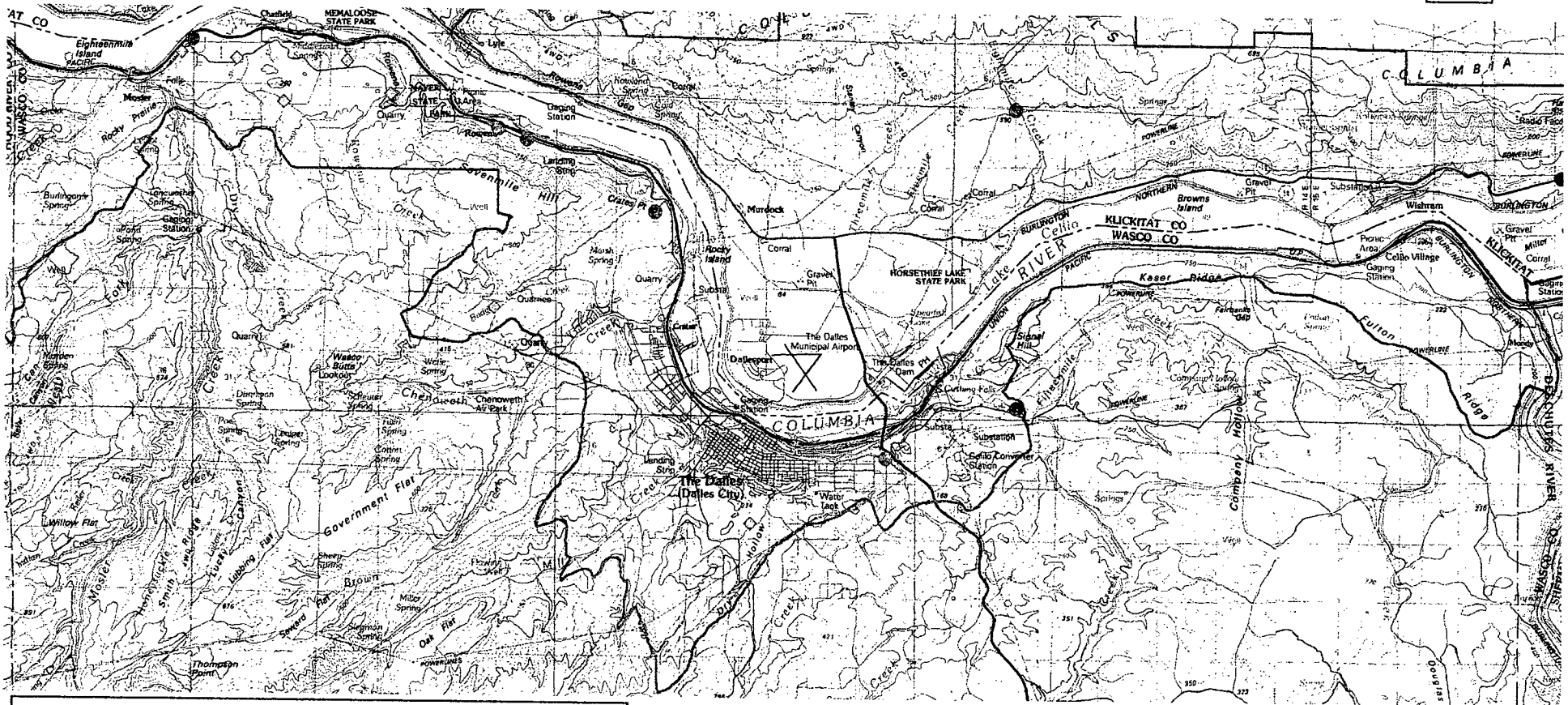
-  Listed in the NRHP
-  Determined eligible for the NRHP
-  Potentially eligible for listing in the NRHP

# OREGON

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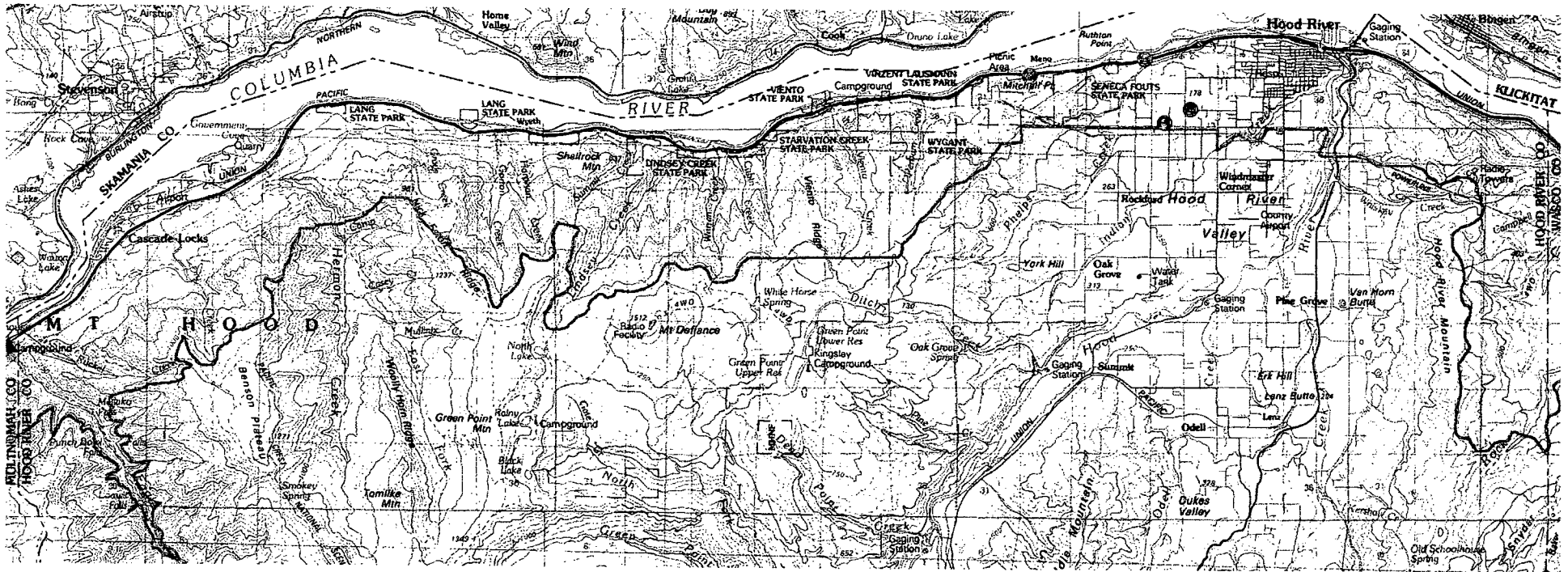
# Distribution of Significant Historic Buildings In the CRGNSA, Wasco County



## Key to Significant Historic Buildings In the NSA

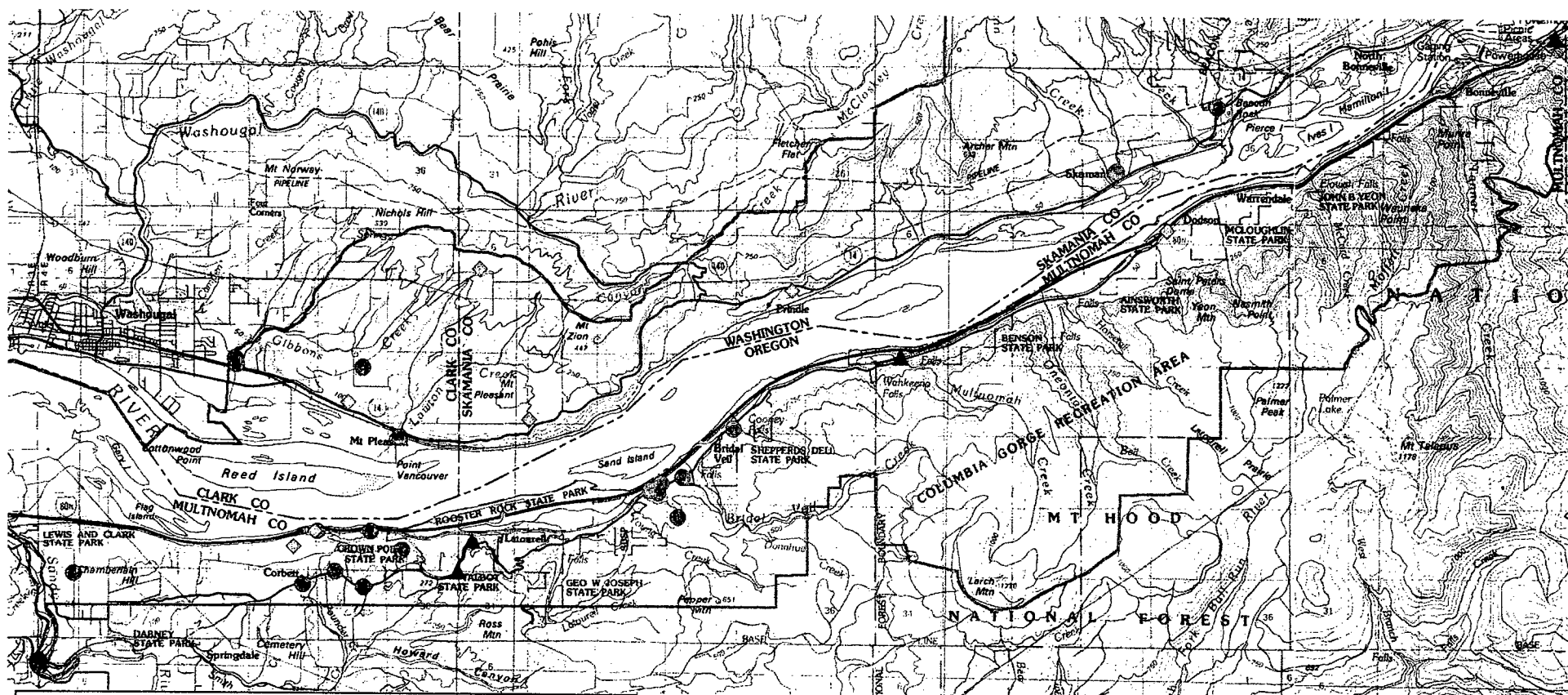
- ▲ Listed in the NRHP
- ▨ Determined eligible for the NRHP
- Potentially eligible for listing in the NRHP

A diagram showing a square block with the letter 'N' inside. An arrow points upwards from the top center of the block.






Potentially eligible for listing in the NRHP

# Distribution of Significant Historic Buildings In the CRGNSA, Multnomah County



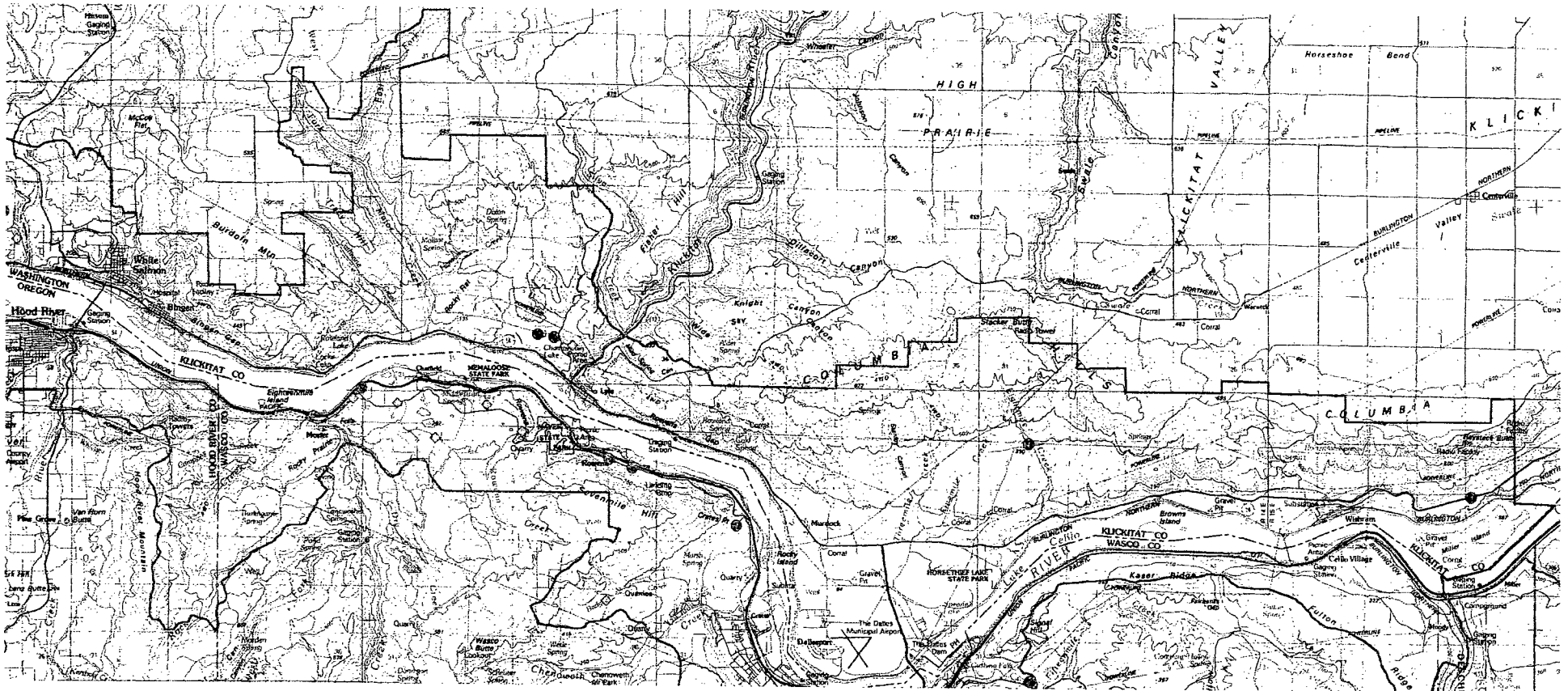
## Key to Significant Historic Buildings In the NSA

-  Listed in the NRHP
-  Determined eligible for the NRHP
-  Potentially eligible for listing in the NRHP




# WASHINGTON

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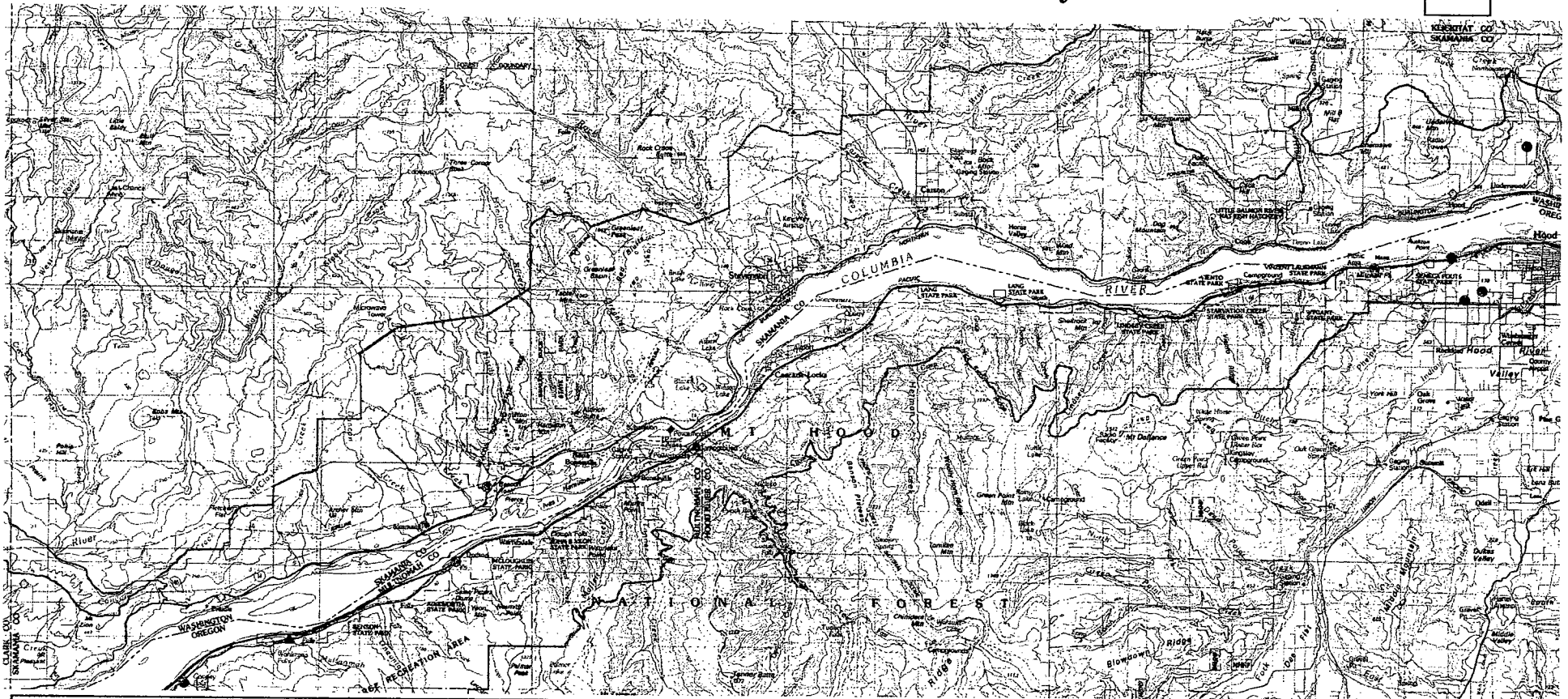
# Distribution of Significant Historic Buildings In the CRGNSA, Klickitat County






## Key to Significant Historic Buildings In the NSA

-  Listed in the NRHP
-  Determined eligible for the NRHP
-  Potentially eligible for listing in the NRHP

# Distribution of Significant Historic Buildings In the CRGNSA, Skamania County



## Key to Significant Historic Buildings In the NSA




-  Listed in the NRHP
-  Determined eligible for the NRHP
-  Potentially eligible for listing in the NRHP

**Distribution of Significant Historic Buildings  
In the CRGNSA, Clark County**

**Key to Significant Historic Buildings In the NSA**

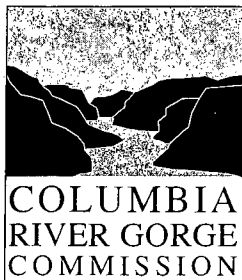
- ▲ Listed in the NRHP
- Listed in the CRGNSA
- Listed in the CRGNSA

### Key to Significant Historic Buildings In the NSA

-  Listed in the NRHP
-  Determined eligible for the NRHP
-  Potentially eligible for listing in the NRHP

- ▲ Listed in the NRHP
- ◆ Determined eligible for the NRHP
- Potentially eligible for listing in the NRHP





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[www.gorgecommission.org](http://www.gorgecommission.org)

## **NEWS RELEASE**

### ***FOR IMMEDIATE RELEASE***

**September 21, 2005**

### **Gorge Commission Releases Report on Historic Buildings**

Contact: Martha Bennett, Executive Director  
Columbia River Gorge Commission  
P.O. Box 730, White Salmon, WA 98672  
509-493-3323; fax: 509-493-2229

The Columbia River Gorge Commission will consider a proposal to expand the types of commercial uses allowed in the Scenic Area in buildings that are on or eligible for the National Register of Historic Places (National Register) on October 11, 2005 at the Rock Creek Center in Stevenson, Washington.

Today, the Commission released the "Director's Report" for a proposal to amend the Management Plan for the Columbia River Gorge National Scenic Area. The original proposal, submitted on behalf of the owners of the Viewpoint Inn, would have allowed private properties that were originally operated as restaurants or hotels and that were on the National Register in 1986 to reestablish those uses. As submitted, this proposal would only apply to the Viewpoint Inn, which is the only privately-owned building in the Columbia River Gorge National Scenic Area currently on the National Register.

"Gorge Commission staff agree with the owners of the Viewpoint Inn that we need to allow a few specific commercial activities that both allow property owners to raise funds to restore their historic buildings and also promote public appreciation of those buildings," said Martha Bennett, Executive Director. "In reviewing the proposed changes, though, we have concluded that many historically significant buildings in the Gorge are at risk. Staff is recommending to the Commission that they adopt a change to the plan that would help approximately 60 buildings in the Gorge rather than just one."

As part of their review of the proposed amendment to the Management Plan, Commission staff contracted with Donovan and Associates to do an inventory of historic buildings in the Scenic Area. "The study found that there are currently 4 buildings on the National Register, and 18 that Oregon and Washington State Historic Preservation Officers have already found to be eligible. In addition, the study found 36 other buildings in the Gorge that likely are eligible for

the National Register,” said Bennett. “We have a manageable, but significant number of historic treasures.”

The Director’s report recommends that the Commission allow a few new commercial uses in historically significant buildings in the Scenic Area. Under the recommendation, owners would have to demonstrate how the new commercial activities would result in the restoration of their historic building.

“We learned a great deal from places in the Northwest that have a wealth of historic buildings. Many of the communities that have successfully saved their historic districts allow this sort of adaptive reuse,” said Bennett. “We hope this would create an incentive for people who own historically significant buildings to reinvest in their property.”

“The first purpose of the National Scenic Area Act directs the Commission to protect and enhance cultural resources,” said Bennett. “The Act also allows economic activities in the Gorge that are consistent with protecting the scenery, culture, natural resources, and recreational qualities of the Gorge.”

“The Commission has to find that three things are true before they amend the Management Plan,” said Bennett. “First, they have to find there has been a significant change in the Scenic Area. Second, they have to find that the proposed amendment is consistent with the Scenic Area Act. Third, they have to find that there isn’t a better way to achieve the same goal than amending the Plan.”

The complete Director’s Report is available on the Commission’s website at [www.gorgecommission.org](http://www.gorgecommission.org) or by calling (509) 493-3323.

The Gorge Commission will hold a public hearing on the application to amend the Management Plan on October 11, 2005 at the Rock Creek Center in Stevenson, Washington. The Commission will take testimony on both the specific proposal submitted on behalf of the Viewpoint Inn and the modified amendment included in the Director’s Report. The specific time for the hearing will be posted on the Commission’s website by September 30, 2005. ([www.gorgecommission.org](http://www.gorgecommission.org)).

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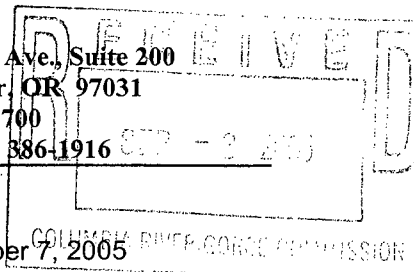


United States  
Department of  
Agriculture

Forest  
Service

Columbia River Gorge  
National Scenic Area

902 Wasco Ave., Suite 200  
Hood River, OR 97031  
(541) 308-1700  
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File Code: 2360-1

Date: September 7, 2005

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

Dear Mr. Litt:

Thank you for offering me the opportunity to review the application for amendment to the Columbia River Gorge Management Plan submitted by Geoff Thompson at 40301 East Larch Mountain Road, Corbett, OR and represented by John M. Groen of Groen, Stephens and Klinge, LLP.

The application presents a proposal to "open the property for public viewing and interpretive displays combined with re-establishing the historic use of the facility". The property under question is known as "View Point Inn". This is an historic structure on Larch Mountain Road, has been determined significant, and was listed on the National Register of Historic Places in 1985.

The property owner has approached several subjects in his application. Of primary concern are the potential effects from public viewing and interpretive displays and re-establishment of the historic use of the structure. Cultural resource protection of significant historic properties is required within the Special Management Area as well as the General Management Area.

In Chapter 2-Cultural Resources section of the Management Plan states in Section 7 "A historic survey shall be required for all proposed uses that would alter the exterior architectural appearance of buildings and structures that are 50 years old or older, or would compromise features of the surrounding area that are important in defining the historic or architectural character of buildings or structures that are 50 years old or older" (CRG Management Plan 1992: 153). While specific plans are not presented in the application, it is possible that implementation of public viewing, interpretive displays and re-establishing history use could be accomplished without a cultural resource review. Exterior displays and alterations to the parking and landscaping, for example, would have to be assessed for their potential to adversely affect the historic site.

The applicant cites "significantly changed conditions" as a rationale to amend the Management Plan. The Act states, "If the Commission determines at any time that conditions within the scenic area have significantly changed, it may amend the management plan". The implementing rules of the Gorge Commission explain, "conditions are "significantly changed" when there is "new information or inventory data regarding land uses or resources that could result in a change of a plan designation, classification, or other plan provision (Commission Rule 350-50-050 (1)(b))."

The applicant cites the fact that the View Point Inn was overlooked in the cultural resource inventory of the National Scenic Area and that the owners were treating the structure as a residence.

The applicant is correct that the structure was not included in the list of sites on the National Register of Historic Places. The question remains, what would have changed in development of the management areas and recreation classes had the View Point Inn not been overlooked? Had the View Point Inn already been re-opened as an inn and a restaurant those uses would have been allowed as preexisting uses.

He asserts that residential use of the structure has caused an adverse effect. The only time the County or the Gorge Commission, under the National Scenic Area Act, can review uses are when those uses "will alter or destroy the exterior architectural appearance of the historic buildings or structures, or compromise features of the site that are important in defining the overall historic character of the historic buildings or



structures (Management Plan 1992: I-59)". The previous owners seemed to respect the historic values of the structure so they nominated it to the National Register of Historic Places. They disclosed at that time their use of the structure as a residence. Clearly, use of the structure as a residence did not preclude it from being listed on the National Register of Historic Places. Any interior changes made by the owners are not under the review of the National Scenic Area.

The applicant continues to assert that the existing use is an "adverse effect" and that to halt the adverse effect the structure must be re-opened as a restaurant and inn. The citation given by the applicant (36 CFR 68.3) states: (a) Preservation (1) A property will be used as it was historically, or be given a new use that maximizes the retention of distinctive materials, features, spaces and spatial relationships (emphasis added). It is my opinion that the finding of "adverse effect" does not apply to the use of this structure as a residence.

As the applicant notes, historic buildings can be expensive to maintain and large buildings, such as the View Point Inn, have associated costs that are beyond the reach of many residential occupants. While I do not have the expertise to discuss SMA and GMA boundaries or recreation classifications, I do believe that the Act itself can give us direction.

In the Management Plan we say "The Scenic Area Act identifies two purposes:

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

While I do not agree that use of the View Point Inn as a residence is causing an adverse effect to the structure, I do agree that maintenance costs for large historic structures is frequently beyond the resources of residential occupants. My cultural resource assessment is that use of the site as a restaurant and inn could be accomplished without causing an adverse effect to the site and that it could enhance the recreational experience of visitors to the Columbia River Gorge.

Sincerely,



MARGARET L. DRYDEN  
Heritage Program Manager



STATE OF WASHINGTON  
**WASHINGTON STATE PARKS AND RECREATION COMMISSION**

7150 Cleanwater Lane • P.O. Box 42650 • Olympia, Washington 98504-2650 • (360) 902-8500

Internet Address: <http://www.parks.wa.gov>

TDD (Telecommunications Device for the Deaf): (360) 664-3133

Richard P. Davis  
Goldendale Area Manager  
P.O. Box 426  
Dallesport, WA 98617

September 7, 2005

Brian Litt  
Park Planner  
Columbia River Gorge Commission  
White Salmon, WA 98672

Dear Mr. Litt,

I would like to take the time to comment on the Gorge Commissions review process regarding historic buildings. Washington State Parks, historic buildings can be divided into three classes based on their use, Interpretive, Current, and Adaptive use.

Interpretive Use: Maintenance of these facilities stress the retention of original design and fabric, this should be the driving force behind the use.

Current Use: Like those maintained purely for historic preservation purposes, maintenance of these facilities will stress retention of original design and fabric to the maximum extent possible, but still allow current use.

Adaptive Use: The exterior of these buildings will be maintained essentially as they were during their historic period. Alterations that in themselves have become part of the historic fabric will be maintained. All interior modifications will consider the retention of historic materials, features, spaces, and spatial relationships.

Mr. Litt, I believe your greatest challenge will be with Adaptive Use. If the Gorge Commission is going to protect historic buildings in the Gorge, the Commission must find a way to allow private or government investment in historic buildings the opportunity for some type of economical benefit.

Guidelines for Adaptive use should be grounded in the Secretary of the Interior standards for historic buildings as well as working with both states Office of Historic Preservation. Both these steps should provide a good base for Adaptive Use in the Gorge.

I know we all would like to preserve every building to its original design and fabric, but that is just not possible. I believe Adaptive Use is one tool the Commission can use to preserve the historic buildings in the Gorge for future generations. If I can be of any assistance in the future, please don't hesitate to contact me.

I wish you all the success in your process.

Sincerely,

A handwritten signature in cursive script that reads "Richard P. Davis".

Richard P. Davis  
Goldendale Area Manager



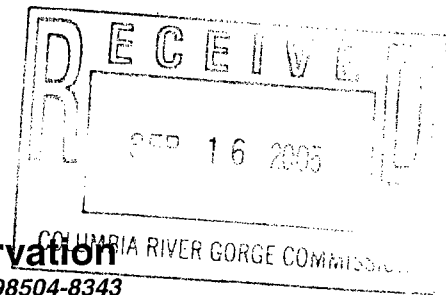
STATE OF WASHINGTON

**Department of Archaeology and Historic Preservation**

1063 S. Capitol Way, Suite 106 • PO Box 48343 • Olympia, Washington 98504-8343

(360) 586-3065 •

Fax Number (360) 586-3067



September 13, 2005

Ms Martha Bennett  
Columbia River Gorge Commission  
P.O. Box 730  
White Salmon, Washington 98672

In future correspondence please refer to:

Log: 090905-03-CRGC

Re: Plan Amendment Comments

Dear Ms Bennett:

On behalf of the Washington State Historic Preservation Officer (SHPO) and staff of the Department of Archaeology and Historic Preservation (DAHP), I am writing in regard to proposed Plan Amendment PA-05-02 that is coming before the Columbia River Gorge Commission (CRGC) for consideration. Although technically the amendment pertains to a single parcel in Multnomah County, this proposal begs the larger question of the Commission's policies on the treatment of cultural resources.

In essence, DAHP supports a CRGC staff alternative to PA-05-02 that provides for a adaptive use of historic properties throughout the CRGC's jurisdiction. Such an alternative provides the CRGC with a more efficient and comprehensive approach to its mission for protecting cultural resources in the region.

In addition to the above, we are taking this opportunity to provide further recommendations to the Commission for implementing a more systematic approach for protection of cultural resources. These comments/recommendations are:

1. Undertake a comprehensive review and update of the Scenic Area Management Plan to assess how the Plan and CRGC decision-making can more effectively address protection of cultural resources. This review and update should include input from organizations, agencies, individuals, and property owners with an interest in preservation of cultural resources in the Gorge region and result in



**DEPARTMENT OF ARCHAEOLOGY & HISTORIC PRESERVATION**

*Protect the Past, Shape the Future*




Ms Martha Bennett  
September 13, 2005  
Page Two

- new or revised goals, policies and procedures that result in the recognition and protection of such resources.
2. A systematic and comprehensive inventory of cultural resources (including archaeological, historic, and traditional cultural places) should be undertaken. This inventory should be conducted by a historic preservation professional in consultation with the SHPO's in both Oregon and Washington. Resulting inventory data should be included in the CRGC's database and used in its decision-making process.
  3. Explore developing a predictive model of cultural resources in the Gorge. Working under a grant from the Public Works Board, DAHP has developed such a model for much of south-central Washington. This follows up on earlier work completed in Clark County that has resulted in a countywide archaeological site sensitivity model. Experience in Clark County and elsewhere demonstrates that these models are an efficient and effective planning tool.
  4. Identify and implement incentives to encourage the designation and protection of cultural resources. We find that communities across the state and nation are very creative in offering property owners rewarding reasons for undertaking preservation efforts.

In closing, appreciation is extended to you and Brian Litt of your staff for providing DAHP and other preservation and planning entities with the opportunity to review and comment on the subject plan amendment as well as provide comments on broader historic preservation planning issues. We look forward to continuing and expanding our work with you toward protecting cultural resources in the Columbia River Gorge. Please feel free to contact me at 360-586-3073 or [greg.griffith@dahp.wa.gov](mailto:greg.griffith@dahp.wa.gov).

Sincerely,

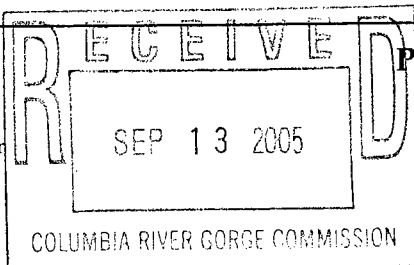
  
Gregory Griffith  
Deputy State Historic Preservation Officer

Cc: Chris Moore, Washington Trust for Historic Preservation



# Oregon

Theodore R. Kulongoski, Governor



## Parks and Recreation Department

State Historic Preservation Office  
725 Summer St. NE, Suite C  
Salem, OR 97301-1271  
(503) 986-0707  
FAX (503) 986-0793  
[www.hcd.state.or.us](http://www.hcd.state.or.us)

12 September, 2005

Martha Bennett  
Columbia River Gorge Commission  
PO Box 730  
White Salmon, Washington 98672

Re: Gorge Plan Amendment PA-05-02

Dear Ms. Bennett:

The State Historic Preservation Office (SHPO) has been one of the agencies reviewing the possibility of a Plan Amendment relating to allowable uses in historic properties under the Commission's purview. The SHPO is supportive of a Gorge-wide approach that would provide more flexibility while retaining the properties' historic character.

We have had long experience with this issue in other jurisdictions. What is being proposed here is not uncommon. It would be a useful tool to assist the Commission in meeting one of its purposes: the preservation/enhancement of historic properties within the Scenic Area.

The concept of compatible use is well founded in decades-old historic preservation philosophy. It acknowledges that while some properties can maintain or restore their historic use, others may not survive without adjustments such as alternative but compatible uses.

We see the current process as evolutionary rather than revolutionary. I believe that staff is carefully reviewing the implications of these changes to ensure that they will be integrated in a relatively seamless, non-controversial manner.

I urge the Commission's support of the staff alternative to Plan Amendment PA-05-02. Please call me at 503-986-0669 if there are questions.

Sincerely,

James M. Hamrick, Jr.  
Assistant Director for Heritage Conservation  
Deputy State Historic Preservation Officer

Cc: Tim Wood, SHPO

**Brian Litt**


---

**From:** Maralee Wernz [mwernz@wstribes.org]  
**Sent:** Thursday, September 15, 2005 3:15 PM  
**To:** Brian Litt  
**Cc:** Sally Bird  
**Subject:** Re: Preliminary Draft Provisions for Historic Buildings & Notice of Changed Location for Sept. 8 Meeting

Dear Brian:

Upon our earlier conversation and review of the Columbia River Gorge Commission Application for Amendment to the Columbia River Gorge Management Plan, in reference to View Point Inn, the Confederated Tribes of the Warm Springs Reservation of Oregon (CTWSRO) Cultural Resources Department (CRD) agrees with multiple points of this document.

The CRD recognizes that the NRHP listed property now falls within the jurisdiction of the General Management Area and subsequent policies regarding cultural resources. Within that realm, we understand that certain provisions of those policies should be revisited since the property's intended use has changed to inn and restaurant, once more, from residence (not it's original intended use). Documentation supports that under current provisions it would be financially difficult, at best, to facilitate the property's originally intended function. More importantly, however, is that reverting back to the property's originally intended use is the best manner in which to avoid adverse effect to the property - as is indicated by 36CFR800.5(a)(2)(iv). Furthermore, the CRD supports public education with regards to historic properties within their ceded lands and feels that by allowing use of the View Point Inn in it's originally intended manner will facilitate public education within the Columbia River Gorge.

The CTWSRO has a vested interest in prehistory and history of the Columbia River Gorge and appreciates the opportunity to comment.

Maralee Wernz  
 Off-reservation Archaeologist  
 Confederated Tribes of the Warm Springs  
 Reservation of Oregon  
 4223 Holliday Dr.  
 PO Box C  
 Warm Springs, OR 97761  
 541) 553-3233  
[mwernz@wstribes.org](mailto:mwernz@wstribes.org)

----- Original Message -----

**From:** Brian Litt  
**To:** [mwernz@wstribes.org](mailto:mwernz@wstribes.org)  
**Sent:** Thursday, September 15, 2005 2:04 PM  
**Subject:** FW: Preliminary Draft Provisions for Historic Buildings & Notice of Changed Location for Sept. 8 Meeting

---

**From:** Brian Litt  
**Sent:** Friday, September 02, 2005 4:14 PM  
**To:** 'Virginia Kelly ([vkelly@fs.fed.us](mailto:vkelly@fs.fed.us))'; ' (Derrick.I.Tokos@co.multnomah.or.us)'; 'Sandra Towne ([sandra.towne@clark.wa.gov](mailto:sandra.towne@clark.wa.gov))'; 'Karen Witherspoon'; '[toddc@co.wasco.or.us](mailto:toddc@co.wasco.or.us)'; '[curtd@co.klickitat.wa.us](mailto:curtd@co.klickitat.wa.us)';

9/15/2005

**Brian Litt**

---

**From:** Maralee Wernz [mwernz@wstribes.org]  
**Sent:** Friday, September 16, 2005 10:36 AM  
**To:** Brian Litt  
**Cc:** Sally Bird  
**Subject:** Re: Preliminary Draft Provisions for Historic Buildings

Dear Brian:

The Confederated Tribes of the Warm Springs Reservation of Oregon (CTWSRO) Cultural Resources Department (CRD) has reviewed the preliminary draft of proposed Management Plan provisions for uses in historic buildings, which addresses a possible Gorge-wide plan amendment for historic buildings, and agrees with multiple points of this document.

The CRD understands that this preliminary draft stemmed largely in part from Application 05-02, View Point Inn, which upon review, was fairly thorough in its documentation and synthesis of current Gorge Commission policies and viewpoints with regards to their potential effects on historic resources.

The main premise behind the preliminary draft - that protection and enhancement of historically significant buildings would be facilitated by the return to original intended use of the buildings, as well as new uses that are considered to be compatible with the historic character - parallels the intent behind 36CFR800.5(a)(2)(iv), which states that, among other factors, examples of adverse effects on historic properties include the "change of the character of the property's use or of physical features within the property's setting that contribute to its historic significance". The preliminary draft, thus far, exhibits consistency in its proposed supplemental guidelines for the protection and enhancement of cultural resources within the Gorge.

The CTWSRO has had, and continues to have, a vested interest in the cultural history of the Columbia River Gorge region, as the people who make up the CTWSRO have resided there and have shaped the region from ancestral times through the present. The CRD appreciates the opportunity to comment and looks forward to further consultation on this topic.

Sincerely,

/s/ Maralee Wernz  
Maralee Wernz  
Off-reservation Archaeologist  
Confederated Tribes of the Warm Springs  
Reservation of Oregon  
4223 Holliday Dr.  
PO Box C  
Warm Springs, OR 97761  
541) 553-3233  
[mwernz@wstribes.org](mailto:mwernz@wstribes.org)

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----- Original Message -----

**From:** [Brian Litt](#)  
**To:** [mwernz@wstribes.org](mailto:mwernz@wstribes.org)  
**Sent:** Thursday, September 15, 2005 2:04 PM  
**Subject:** FW: Preliminary Draft Provisions for Historic Buildings & Notice of Changed Location for Sept. 8 Meeting

9/16/2005

**From:** Brian Litt

**Sent:** Friday, September 02, 2005 4:14 PM

**To:** 'Virginia Kelly (vkelly@fs.fed.us)'; ' (Derrick.I.Tokos@co.multnomah.or.us)'; 'Sandra Towne (sandra.towne@clark.wa.gov)'; 'Karen Witherspoon'; 'toddc@co.wasco.or.us'; 'curtd@co.klickitat.wa.us'; 'mike.benedict@co.hood-river.or.us'; 'James.Hamrick@state.or.us'; 'rich.davis@parks.wa.gov'; 'Jack Wiles (jack.wiles@state.or.us)'; 'Kevin Price (kevin.price@state.or.us)'; 'Clifford Casseseka (cwashines@yakama.com)'; 'joshua.warner@clark.wa.gov'; 'Greg Griffiths (gregg@cted.wa.gov)'; 'Vera Sonneck (veras@nezperce.org)'; 'Johnson Meninick (johnson@yakama.com)'; 'Teara Farrow (tearafarrow@ctuir.com)'; 'Sally Bird (sbird@wstribes.org)'; 'mdryden@fs.fed.us'; 'waynew@co.klickitat.wa.us'

**Cc:** Martha Bennett; 'richard.whitman@doj.state.or.us'; Anthony Veerkamp

**Subject:** Preliminary Draft Provisions for Historic Buildings & Notice of Changed Location for Sept. 8 Meeting

Greetings:

First, I'm writing to let you know the location of the September 8 meeting on historic buildings has been changed. **The meeting will be held in the conference room at the Gorge Commission office, 10:00 a.m. on Thursday, September 8.**

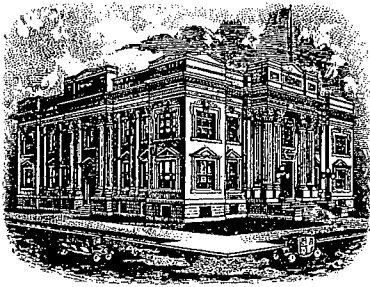
Attached please find a preliminary draft of proposed Management Plan provisions for uses in historic buildings for your review. This preliminary draft addresses a possible Gorge-wide plan amendment for historic buildings being considered as part of our review of pending plan amendment application PA-05-02 (View Point Inn).

Please review the attached draft and be prepared to share any thoughts/comments you have at the September 8 meeting (10 a.m., White Salmon Library). For those who are unable to attend the meeting, please provide any comments by September 8. Thank you all for your assistance on this important topic. Please let me know if you have any questions.

Regards,

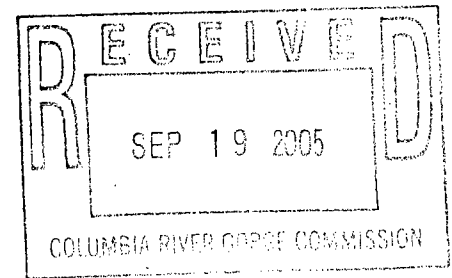
Brian Litt

9/16/2005



# WASCO COUNTY

Wasco County Court  
Room 302  
511 Washington Street  
The Dalles, Oregon 97058-2237  
(541) 506-2520  
Fax: (541) 506-2521



September 19, 2005

Dan Ericksen, *County Judge*  
Scott McKay, *County Commissioner*  
Sherry Holliday, *County Commissioner*

Columbia River Gorge Commission  
#1 Town & Country Square  
P.O. Box 730,  
White Salmon, Washington 98672

Subject: Consultation on Plan Amendment PA-05-02

Dear Chair Davis and Commissioners:

We understand that, as part of its analysis of the above plan amendment, Commission staff is considering a possible plan amendment to provide additional revenue generating uses to help preserve historic buildings. We are writing in support of this direction. The current Scenic Area language does not take into consideration the size, configuration, age, and cost of preserving these historic resources. Without this amendment there is little incentive to maintain many of these buildings and we will begin to lose them as a result of non usage and neglect.

We would support a limited list of uses for historic buildings. However, we believe it is important to allow each application to be reviewed individually and not quantitatively limit available uses. The specifics of each case with regards to the size of the structure, the proposed use and protection of resources should dictate the actual usage.

Wasco County believes in the value of such an amendment and has committed resources to assist the process. Our Planning Director has participated in the meetings set up by your staff and has reviewed all of the documentation associated with the project and briefed us. Additionally, we have waived our fees associated with our GIS Coordinator assembling data on historic structures in Wasco County at no charge. We are committed to continue participating in this process to ensure its success.

Sincerely,

WASCO COUNTY COURT

Dan Ericksen  
WASCO COUNTY JUDGE

cc: Martha Bennett  
Brian Litt

AGENCIES OUTSIDE SCENIC AREA CONTACTED REGARDING PRESERVATION OF  
AND USES FOR HISTORIC BUILDINGS\*

Cities:

Ashland, OR  
Astoria, OR  
Eugene, OR  
Lake Oswego, OR  
Medford, OR  
Portland, OR  
Bellingham, WA  
Everett, WA  
Olympia, WA  
Port Townsend, WA  
Seattle, WA

Counties:

Jackson County, OR  
King County, WA

Other Agencies:

Ebey's Landing National Historic Reserve (National Park Service), Coupeville, WA  
Adirondack Park Agency, NY  
National Trust for Historic Preservation

\* Contacts occurred from June through August 2005, and included phone interviews, e-mails, and website searches. Relevant sections of agencies' plans and codes were reviewed.



## POTENTIAL REVENUE-GENERATING USES ALLOWED IN HISTORIC BUILDINGS

Land Use Designation »	Large-Scale Agric.	Small-Scale Agric.	Commercial Forest	Large Woodland	Small Woodland	Residential	Rural Center	Commercial	Public Recreation	Commercial Recreation
Use:										
Commercial events <sup>1</sup>	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
Bed and breakfasts <sup>2</sup>	Y	Y	Y	Y	Y	Y	Y	Y		
Home occupations/cottage industries <sup>3</sup>	Y	Y	Y	Y	Y	Y	Y	Y		
Commercially-owned recreation per RICs <sup>4</sup>	Y	Y	Y	Y	Y	Y	Y	Y		Y
Fruit/produce stands <sup>5</sup>	Y	Y	Y	Y	Y					
Wine sales/tasting rooms <sup>6</sup>	Y	Y	Y	Y	Y	Y				
Fish processing <sup>7</sup>		Y			Y	Y				
Agricultural product processing/packaging <sup>8</sup>	Y	Y	Y	Y	Y					
Accredited child care centers <sup>9</sup>						Y	Y			
Rural or tourist serving commercial uses <sup>10</sup>							Y	Y		
Duplexes							Y			
Overnight accommodations, part of resource-based rec. use <sup>11</sup>										Y
Commercial uses, part of resource-based rec. use <sup>12</sup>									Y	Y
Non-profit environmental learning centers <sup>13</sup>	Y	Y	Y	Y	Y					
Expand existing non-profit retreats, conference centers <sup>14</sup>			Y	Y	Y					

Notes:

1. Buildings must be either: 1) dwelling on National Register; 2) in an existing winery, wine sales/tasting room; 3) bed and breakfast; or 4) commercial use. Limits on frequency (18 events/year), size of events (100 persons), and parking (50 vehicles per event) included. Parking must be on subject parcel and fully screened from KVAs. Counties may impose additional restrictions re: noise, hours, lights, etc. Includes limits on temporary structures associated with events.
2. In SMA, only in buildings on or eligible for National Register of Historic Places. In GMA Ag and Forest zones, must be on national or state historic registers. Allows between 3 and 5 rooms for bed and breakfast use. In GMA-Residential 5 and 10, B & B only allowed if compatible with surrounding area (considering impacts associated with dust, noise, odors, traffic and visual character).
3. Home occupations may only employ residents of home; cottage industry may employ up to 3 outside employees. Space limits: 500 square feet of accessory building; 25% of home living space. No retail sales on site. Signage limit: 2 square feet. Parking: screened from KVAs. In GMA-Residential, home occupation/cottage industry only allowed if compatible with surrounding area (considering impacts associated with dust, noise, odors, traffic and visual character).
4. Allows commercially-owned campgrounds/RV parks, boat launches, recreational day use sites and parking areas, and interpretive facilities. Does not include overnight lodging (e.g. cottages, cabins).
5. Limited to sales of farm products grown on subject farm and other farms in local region.
6. In conjunction with on-site winery. In GMA Residential, subject to 1000 square foot limit, and only allowed if compatible with surrounding area (considering impacts associated with dust, noise, odors, traffic and visual character).
7. Must be on parcels contiguous to and with direct access to Columbia River.
8. Limited to products grown primarily on subject farm and sized to farm operation.
9. In GMA Residential, allowed in R-1 and R-2 zones only. In GMA-Residential, child care centers only allowed if compatible with surrounding area (considering impacts associated with dust, noise, odors, traffic and visual character).
10. Subject to 5000 square foot limit per use. In Rural Center, includes stores, shops, offices, travelers' accommodations, b and b's, restaurants, bars, gas stations and gift shops. In Commercial, only includes travelers' accommodations, b and b's, restaurants, and gift shops.
11. Total number of units limited to 25, 35 with clustering and smaller units; individual units limited in size to 1500 square feet. If seeking additional units under "clustered accommodations", must be in RIC 4 and units limited to 1000 square feet. Multi-unit buildings limited to 5000 square feet.
12. Allows restaurants sized to accommodate overnight visitors and their guests, and some non-resource based rec. uses (e.g. tennis court, pool) that don't interfere with on-site resource-based rec. uses.
13. In SMA Public Recreation "public non-profit group camps, retreats, conference centers, and interpretive facilities." In GMA, must minimize loss of farm/forest land and not adversely affect farm/forest uses on site or nearby.
14. In GMA, must minimize loss of farm/forest land and not adversely affect farm/forest uses on site or nearby.



## MULTNOMAH COUNTY OREGON

**BOARD OF COUNTY COMMISSIONERS  
501 SE HAWTHORNE, SUITE 600  
PORTLAND, OREGON 97214  
(503) 988-3308**

**DIANE M. LINN • CHAIR  
MARIA ROJO DE STEFFEY • DISTRICT 1  
SERENA CRUZ • DISTRICT 2  
LISA NAITO • DISTRICT 3  
LONNIE ROBERTS • DISTRICT 4**

---

October 10, 2005

Ms. Judy Davis, Chair  
Columbia River Gorge Commission  
#1 Town & Country Square  
P.O. Box 730  
White Salmon, WA 98672

Dear Chair Davis,

Multnomah County has had an opportunity to review your Executive Director's report evaluating Geoff Thompson's Plan Amendment application for the Viewpoint Inn and your staff's alternative proposal. After careful consideration, we would like to offer our support of your staff's recommendation that the Commission seek changes that facilitate preservation of historic buildings throughout the Gorge and to provide the public a reasonable amount of time to comment on such changes before the Commission makes a decision.

The staff recommendation, as an alternative to Mr. Thompson's request, provides a limited range of commercial uses to owners so that they can afford to maintain their historic structures and make them accessible to the public. We support this approach and note that it includes the restaurant, lodging, and interpretive center uses that Mr. Thompson is seeking. The County must update its codes to implement whatever changes the Commission adopts, and we believe it is most cost effective to do this once, rather than on a property by property basis.

Your staff's proposal recognizes that it is important that uses be compatible with the historic character of a site and that landowners commit to maintaining historic buildings while operating new uses. Their approach does not include arbitrary caps, either high or low, on the intensity of use and is not a one size fits all solution, recognizing that what might work for the Viewpoint Inn property would be different for a historic farm building, church or school. Rural businesses face constraints in terms of services such as water, waste disposal, access and parking that do not exist in urban environments. They are different for each property, and it is appropriate that the suitability of a site for a use, considering available services, be determined by local governments.

Our staff will attend your meeting to consider this application, and is prepared to answer any questions you may have relative to our comments.

Thank you for your time and consideration.

Sincerely,



Diane Linn  
Chair



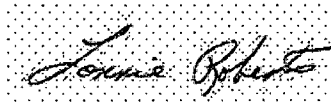
Maria Rojo de Steffey  
Commissioner, District 1



Serena Cruz  
Commissioner, District 2



Lisa Naito  
Commissioner, District 3



Lonnie Roberts  
Commissioner, District 4



## MULTNOMAH COUNTY AGENDA PLACEMENT REQUEST

### Board Clerk Use Only

Meeting Date: 10/04/05  
Agenda Item #: WS-1  
Est. Start Time: 10:15 AM  
Date Submitted: 09/06/05

**BUDGET MODIFICATION:** -

**Agenda Title:** Work Session to Consider Countywide Impact of State Funding Reductions in the Fiscal Year 2005-2007 Biennium

*Note: If Ordinance, Resolution, Order or Proclamation, provide exact title. For all other submissions, provide a clearly written title.*

**Date Requested:** October 4, 2005  
**Time Requested:** 1.5 hours  
**Department:** County Management  
**Division:** Budget Office  
**Contact(s):** Karyne Dargan  
**Phone:** 503-988-3312 **Ext.** 22457 **I/O Address:** 503/5/501  
**Presenter(s):** Dave Boyer, Karyne Dargan, Department Directors, invited others

### General Information

**1. What action are you requesting from the Board?**

Participate in a second work session to re-balance the County's budget with changed state resources, according to the priorities already established for the 06 budget.

**2. Please provide sufficient background information for the Board and the public to understand this issue.**

The recent state legislative session ended after the County adopted its FY 2006 budget in June. Some state appropriations vary from the amounts we have in our adopted budget, so County appropriations need to be adjusted to reflect the actual amounts of revenue we will receive.

The County's priority-based budgeting practice gives the Board an opportunity to review the affected state-funded programs in light of the County's FY 2006 policy and program priorities and to choose between

- a) accepting the state cuts as determined by the state;
- b) re-balancing the County budget within existing resources in order to preserve the state-funded services either in the short or longer terms; or

c) "backfilling" some or all services with General Fund dollars.

The Board requested additional information from departments, which will be heard and considered during this second work session.

**3. Explain the fiscal impact (current year and ongoing).**

Several state funding streams are affected for both FY 2006 and 2007. The rough estimates available now indicate that the annual loss of state funding to the County could total about \$5.6 million.

**4. Explain any legal and/or policy issues involved.**

The County provides a number of state-funded services to its citizens. The Board could decide that such services are important enough to the community to "backfill" them: to provide local dollars to supplement state support. The County already supplements some state programs, and in light of the upcoming sunset of the local Itax, a policy discussion about such backfilling could be helpful.

**5. Explain any citizen and/or other government participation that has or will take place.**

Departments are working with our state and other partners to estimate the service impact of the estimated funding changes. The Board heard this item on September 20<sup>th</sup>, will hear this item again when budget modifications come before the Board for approval.

---

**Required Signatures**

---

**Department/  
Agency Director:**



**Date:** 09/06/05

**Budget Analyst:**

**Date:** \_\_\_\_\_

**Department HR:**

**Date:** \_\_\_\_\_

**Countywide HR:**

**Date:** \_\_\_\_\_

**BOGSTAD Deborah L**

---

**From:** NEBURKA Julie Z  
**Sent:** Thursday, September 29, 2005 2:59 PM  
**To:** HUOTARI Kelly A; ROSATTI Bonnie; HANSELL Lisa M; TODD Joshua L; BALAJEE Sonali S; BELL Johnell; RYAN Emily; EMLLEN Elana S; AYO Debra  
**Cc:** BOGSTAD Deborah L; DARGAN Karyne A  
**Subject:** FW: Next Tuesday's budget hearing  
**Importance:** High

Hi Kelly—I asked Deb Bogstad, the Board Clerk, what she'd recommend about your questions. Her answer is below. Basically, the Board could choose not to take testimony on Tuesday, but they'd have to hear it on Thursday. That would still be a week before they vote on specific budget proposals (that will be on the 13<sup>th</sup>, probably), so they'd have time yet to hear your concerns and consider alternatives.

Let me know if you need anything else—thanks,  
 Julie

-----Original Message-----

**From:** BOGSTAD Deborah L  
**Sent:** Thursday, September 29, 2005 2:53 PM  
**To:** DARGAN Karyne A; NEBURKA Julie Z  
**Subject:** RE: Next Tuesday's budget hearing  
**Importance:** High

All Board meetings except executive sessions are open to the public however the Board does not take public testimony at briefings or work sessions. The Board considers and votes on various issues at regular Thursday Board meetings, at which time public testimony is encouraged and heard prior to Board consideration and vote on each agenda item. Citizens may also come to any regular Thursday Board meeting and sign up to speak under the "public comment" portion of the agenda right at 9:30 a.m. if the issue they wish to address is not on that week's agenda. Speaker forms are available at the back counter and public testimony is limited to three minutes per person. The forms may also be filled out and submitted as part of the written record of the Board.

On the other issue, the Board does not discriminate about who wishes to provide public comment or testimony and there have been recent cases of Multnomah County employees addressing the Board during a Thursday meeting. Hope this helps!

**Deb Bogstad, Board Clerk**  
**Multnomah County Commissioners**  
**501 SE Hawthorne Boulevard, Suite 600**  
**Portland, Oregon 97214-3587**  
**(503) 988-3277 phone**  
**(503) 988-3013 fax**  
**debora.h.bogstad@co.multnomah.or.us**  
**<http://www.co.multnomah.or.us/cc/index.shtml>**

-----Original Message-----

**From:** HUOTARI Kelly A

9/29/2005



**Sent:** Thursday, September 29, 2005 6:07 AM

**To:** NEBURKA Julie Z

**Cc:** ROSATTI Bonnie; HANSELL Lisa M; TODD Joshua L; BALAJEE Sonali S; BELL Johnell; RYAN Emily; EMLLEN Elana S; AYO Debra

**Subject:** Next Tuesday's budget hearing

**Importance:** High

Julie:

Will our volunteers and or staff have the opportunity to speak/advocate at next Tuesday's budget hearing in favor of having state budget cuts backfilled? If so, how do we go about setting that up? (or do folks just sign in to speak when they arrive?)

Also, am I able to speak/advocate on my own behalf ? (I'm on the so-called "fix-it" list). If so, I'd appreciate knowing the logistics on arranging that as well.

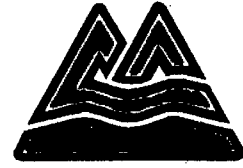
Thanks for any information you can provide.

Kelly Huotari

9/29/2005

# MULTNOMAH COUNTY OREGON

Department of County Management  
October 4, 2005



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## **FY 2006 State Funding Work Session Agenda**

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1. Overview of Work Session Agenda – Mark Campbell
2. Financial Summary and Review of Policy Options/Implications – Mark Campbell
  - a. Total State Cuts, Available One-Time-Only
  - b. Accept/Implement State Cuts
  - c. Backfill with General Fund One-Time-Only
  - d. Cut other Existing Programs to Backfill State Cuts using FY 2006 Program Ranking as a Guide
3. Departmental Follow Up on Impacts of State Cuts
  - a. County Human Services, Aging & Disability Services –Rex Surface, Mary Shortall
  - b. Department of School & Community Partnerships – Lorenzo Poe
  - c. Commission on Children & Families – Wendy Lebow
  - d. District Attorney – Mike Schrunk, Scott Marcy
  - e. Sheriffs Office – Bernie Giusto, Larry Aab
  - f. Community Justice – Joanne Fuller, Shaun Coldwell
4. Policy Discussion & Board Direction
5. FY 2006 "Fix It" List – Mark Campbell
6. Next Steps – Mark Campbell

# **Questions by Board of County Commissioners 9-20-05**

## **Session on State Funding Cuts**

### **Answers Follow**

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#### **1. Document impact of the program and FTE reductions:**

Program elimination impact on clients:

- Former GA clients won't have the extra assistance in obtaining eligibility for Medicaid Services. They have complex medical and sometimes behavioral problems and need medical care. Case managers (eligibility workers) will have more to do for these former GA clients, but without a reduction in caseloads. They won't be able to help get these people get to medical appointments needed to document their eligibility.
- The former GA clients will put more pressure on the adult protective services system, but protective caseworkers won't have many resources available to help them. Many of these clients will end up homeless with no medical or mental health care other than through the crisis system.

Program elimination impact on staff:

- Protective services staff will not be able to obtain case management support or other services for high risk cases. Their caseloads will become filled with people who won't have options for help.
- Staff will experience higher caseloads than the standards established by the state (see chart) and will give lower levels of service quality. Staff will have less time for quality service monitoring of clients receiving in-home care to assure safety and welfare of clients.

FTE reduction impact on clients:

- Clients coming in to obtain new services will experience longer wait times to see an eligibility worker or case manager and thus get benefits started.

FTE reduction impact on staff:

- Supportive staff positions are being reduced to maintain the caseload standards.
- The case managers will lose the benefit of help that nurses can provide in assessing functional limitations associated with medical conditions, working with other medical personnel to get client needs met and providing consultation.
- The training and the policy and technical services positions are being eliminated. Supervisors will have less available time provide supervision to case managers because they will be required to pick up these tasks as well as the conduct client appeals and hearings, they will be taking on these tasks and also to manage the client appeals and hearings.

#### **2. How will the loss of money impact caseload size?**

- ADS uses the state standards for the most part, with minor variations. Before the reductions we meet the standards. Following the reductions, caseloads will likely

rise. The most significant impact will be the loss of clerical, technical, medical professional and supervisory support available for case managers.

**3. What would be an appropriate level of staffing to serve clients?**

(What would you have to have to provide a decent level of service?)

(What would it take to service clients – how much of the \$1 million cut would you need?)

See proposal attached

**4. Make sure that people get hooked up as needed to services. Using creative thinking identify efficiencies or better ways of doing business or OTO expenditure solutions that will streamline work through training, technology etc.**

- The proposal below attempts to improve the screening process to assure that clients get the right services as quickly as possible. It proposes to fund temporary position to work with all intake processes to assure the best methods for assessing peoples' needs and getting services established as soon as possible.

**5. Identify OTO buy-backs in priority order for board consideration.**

- See attached proposal: ADSD Proposed Expenditures Related to State Reductions.

**6. Identify outcome data relevant to reductions and/or buy-backs.**

See the recommendations below. These proposals will;

- Maintain the time required for intake appointments (add CM2s)
- Maintain quality assessments by providing nurse consultation (add CHNs)
- Assure former GA clients obtain medical services (CMAs)
- Maintain supervision, training and policy support for case managers (supervisor)
- Improve access and entry to services for clients (access and screening improvement proposal)

## ADSD Proposed Expenditures Related to State Reductions

Position	Annualized FTE	Current Year	
		Local Match (GF Needed)	Total Funds (Matched Medicaid)
Community Health Nurse (PAS) <sup>1</sup>	1.0	\$31,600	\$70,223
Community Health Nurse (PAS) <sup>1</sup>	0.8	\$25,719	\$57,154
Case Manager 2 (New) <sup>2</sup>	1.0	\$22,729	\$50,509
Case Manager 2 (New) <sup>2</sup>	1.0	\$22,729	\$50,509
Case Management Assistant (New) <sup>3</sup>	1.0	\$18,607	\$41,348
Case Management Assistant (New) <sup>3</sup>	1.0	\$18,607	\$41,348
Program Supervisor <sup>4</sup>	1.0	\$32,006	\$71,124
Early West Area Move (30 FTE) <sup>6</sup>		\$4,050	\$9,000
Consultant (Access System Redesign/Integration) <sup>5</sup>		\$20,250	\$45,000
<b>Total</b>	<b>6.8 FTE</b>	<b>\$196,297</b>	<b>\$436,217</b>

1. Community Health Nurses provide support to case managers and save them extra time in assessing clients' needs by providing additional medical information. Restoring two of the 4.3 CHNs' will improve the quality of service ADS can provide.
2. Case manager caseloads are slightly higher than they should be at this time. We expect growing client needs. Adding two CM2s' will allow caseloads to be the same as the state standard.
3. The General Assistance cuts will leave existing CM1s (eligibility workers) trying to help people who are not yet eligible for Medicaid to establish their eligibility. They will not have time to set up the medical appointments, to track the paper work that has been sent to Salem to establish a "presumptive" eligibility decision. By adding two Case Management Assistants, they will help the eligibility workers provide the extra assistance that GA workers once did. Even though it will be a lower level of support it will improve the speed at which medical benefits can be established for people in need.
4. The staffing standard is very high for supervisors in ADS (1-15). By adding another supervisor we can assure a better level of support for case managers and improved attention to meeting client needs. After the cuts supervisors will need to provide

more policy direction, training and support for hearings. Adding one supervisor will lower the supervisory standard to 1-14, closer to the state standard of 1-13.

5. Closing the smallest office and integrating it with other offices throughout the county will save facilities expenses. This is a one time only need.
6. One time only funds are requested to improve the access and speed the response to clients by reinventing the screening process within ADS. We have several programs and many entry points. People often come to our system asking for one thing, but upon assessment really need another. Funding for a consultant will assist in developing protocols and improving systems to assure easy access and entry into the right services. Detailed proposal follows.

**Access and Screening Project Proposal:** To integrate into one system the key customer access points within Aging and Disability Services Division. The key customer access points that would be integrated into one Access System are as follows.

Medicaid Intake Screening  
APS Screening  
Helpline Information and Assistance  
Public Guardian Screening, Information and Assistance

The outcome of this project is to improve access into Aging and Disability Services by:

- Improving the ability to match customers to the correct services in a more timely manner
- Creating a "true" Single Entry system
- Enhancing a shared vision between the various systems.
- Reducing the number of specialized screening staff through better utilization of staff.
- Enhancing the ability of the agency to respond quickly and in a coordinated manner to urgent as well as emergency response needs.
- Assisting in tracking an unduplicated count of contacts into the system
- Meeting the new State of Oregon's program concept of the New Front Door with the implementation of the Network of Care System.

#### **Staffing:**

This project would initially not save funds. However, overtime it would save in intake staff and potentially in Helpline/Medicaid/APS screening staff as the access system would become more efficient.

4 FTE Medicaid Screeners

2 FTE APS Screeners

3.50 Helpline Staff

3 FTE Clerical Support: Helpline, Medicaid screening and APS screening now take a lot of tracking, faxing, copying and filing (This might be reduced with a data system)

1 FTE or a % Supervisor

**Total Staff: 13.50**

**Project Consultant:** Due to the loss of ADS's planning unit, ADS would need a PT consultant to put together a plan, pull the various components together as a team and develop the protocols and procedures necessary to make the project function.

Cost: PT Consultant for Six Month, (20 hours per week) at \$ 60.00/hr.  
\$ 34,560.00

Or, Temporary Hire half time (40 hours a week for six months) \$ 45,000.00

**Project:**

- Research the various access points: What each access point does, the tools used, staff needed
- Develop plan to pull all access points together including program needs, technical equipment, staffing needs
- Implementing plan with set protocols and procedures.
- Adjust plan as needed.



## **MULTNOMAH COUNTY SHERIFF'S OFFICE**

501 SE HAWTHORNE BLVD., SUITE 350 • PORTLAND, OR 97214

*Exemplary service for a safe, livable community*

**BERNIE GIUSTO**  
**SHERIFF**

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### **MID YEAR BUDGET ISSUES**

#### **IMPACT OF SB 1145 CUTS ON MCSO FOR FY 2006**

- The Sheriff's Office will receive \$799,939 less in FY 2006 from the State Community Corrections funds for FY 2006. This reduction is for SB 1145 beds.
- SB 1145 revenues are budgeted as part of the MCIJ program offers. However, the operational impact will be to close the Multnomah County Work Release Center and use the appropriation to backfill the loss of state funds at Inverness. This decision was made in order to maintain those beds in the corrections system that has the best flexibility of use. In order to provide an orderly ramp down of offender referrals as well as maximize revenues the facility closed on September 1, 2005. Offenders were placed in DCJ programs including electronic monitoring. This cut resulted in the loss of 60 beds and 10 FTE positions. No layoffs occurred because all positions were placed in existing vacancies.

#### **Furlough Supervision Program**

- During FY 2006, the Board elected not to purchase Close Street Supervision. A part of the Sheriff's Office Close Street Supervision operation included managing offenders released early on furlough. A furlough release applies to sentenced offenders who are near the end of their sentence (usually 1 – 2 weeks) and are released early as a jail population management strategy. During their release, the Sheriff is still required to provide supervision to the offenders until their sentence has expired. If they re-offend or violate the terms of their release agreement, the offender will be returned to jail to complete their sentence and any other sanction that their behavior might require. The County Attorney and the Courts have determined that this is a requirement of the Sheriff and cannot be moved to the Department of Community Justice. The operating budget for Furlough Supervision is \$256,941 and is staffed by 1 Sergeant, 1 Counselor, and 1 Corrections Tech.
- Funding for Close Street Supervision ended July 1, 2005. However, a labor action delayed the closure of the program until October 17. The Board acknowledged a contingency need to cover the program operating costs in a budget note and MCSO is working with the Department of Community Justice to determine the appropriate amount to move from their budget to ours. However, the late closure precluded us from moving sworn staff positions to vacancies in other programs. Since these vacancies are direct supervision, post driven 24/7 operations, they must be backfilled with overtime. The impact of this overtime requirement is \$298,629 and includes the backfill for seven deputies and one sergeant.

#### **MCIJ Purchase Out of Order**

- During the budget adoption some of the MCIJ offerings submitted by the Sheriff's Office were reformatted into an offering of 843 beds. This reformatting resulted in an unanticipated loss of



important infrastructure elements necessary for the operation of the facility. The Sheriff's Office has met with the Budget Office and reviewed the impact of the purchase out of order and we are in agreement that the shortfall impact is \$981,305.

**Table of Mid Year Budget Issues**

Program Offer 60022A-MCSO Minimum Security Custody Option A – MCWR	\$1,727,260
Less 2 months of operating costs	(216,115)
Less uncollected client revenue for remainder of Fiscal Year	(271,085)
Less ISR's through December 31, 2005 <sup>1</sup>	(142,312)
Available from MWRC Closure	1,097,748
SB 1145 Shortfall	(799,119)
Sworn Vacancy Backfill for Close Street Supervision	(298,629)
Total Remaining From Program Offer	-0-
MCIJ Purchase Out of Order	981,305
Furlough Supervision Program	256,941
Required to Fund MCSO Program Offers	\$1,238,246

<sup>1</sup> Based on Facility Closure January 1, 2006



Department of Community Justice  
**MULTNOMAH COUNTY OREGON**  
Office of the Director

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**Impact of State Budget Cuts on the County FY06 Budget  
(Updated September 20, 2005)**

- DCJ will receive \$1.898 million less in state adult community corrections funds in FY 06; we will receive slight increases for juvenile services through Gang Transition Services (\$45,680 for FY 06) and a small reduction in Juvenile Crime Prevention (\$25,201 less for FY 06) funds.
- The slight increase in state funds DCJ's juvenile division received resulted from higher than expected GTS revenue. We are using these funds to cover expected Medicaid shortfalls in our Multi-Systemic Therapy program, fully fund the supervision of youth gang offenders in GRIT and continue to fully fund Communities of Color contracts.
- Under the SB1145 funding formula, our county's share of the statewide community corrections appropriation is allocated based on the proportion of adult offenders who are on community supervision who live in our county. That share declined from 25.6% during the last biennium to 22.6% this biennium. As a result, Multnomah County will lose a total of \$4,036,076 in SB 1145 funds.
- The reasons for the drop in the county's caseload involve multiple factors. These factors include:
  - Less rapid population growth in Multnomah County relative to other counties.
  - Lower offender recidivism, which results in fewer offenders returning to supervision.
  - Lower crime rate in Multnomah County compared to neighboring counties.
  - Residual effects of prior state cuts that closed courts, and led to a decline in the number of offenders placed on probation in Multnomah County. While some counties returned to the same volume of cases processed following court closures, Multnomah County did not.
- As a result of these cuts, DCJ will lose twelve positions, including 7 parole and probation officers (PPOs), 1 community justice manager, 1 clinical coordinator, 1 corrections counselor (CC), 1 corrections technician (CT) and 1 office assistant (OA).
- Reductions in staffing and service levels could have been much worse if not for the Board's decision to enable us to redirect general funds designated for mandated treatment for medium risk offenders (Program offer 50071) to fund "services and supervision to ensure that public safety is continued for the most dangerous offenders." (Funding Flexibility for Medium & High Risk Offenders Budget Note)

- Under the flexibility provided by the Board, DCJ used \$819,000 appropriated for Program Offer 50071, \$100,000 in increased supervision fees and \$107,000 in additional federal Justice Assistance Grant funds to offset some of the staff and service reductions we were forced to take due to cuts in state revenue (a total of \$1,026,000).

Budget Change	Impact
SB 1145 cut from adopted '05-'06 Budget	(\$1,884,500)
Increased supervision fees	\$100,000
Justice Assistance Grant	\$107,000
Low/Medium Risk Treatment Program Offer	\$819,000
<b>Remainder to cut to balance SB 1145 reduction</b>	<b>(\$858,500)</b>

- Without this flexibility, we would have lost a total of 15 positions (including 10 PPO positions and \$671,000 in housing services).
- Even with the flexibility to offset state cuts, we will still see cutbacks in important services for adult offenders. These cuts will result in:
  - Increased caseloads at non-specialized field units (from 52 offenders per caseload to up to 60.) *Net reduction: \$645,035 (7 PPOs, 1 CC, 1 CT).*
  - Approximately 40 misdemeanor DUII offenders will be returned to the courts and no new misdemeanor DUII cases will be accepted. *Net reduction: \$84,308 (1 PPO).*
  - Loss of in-house batterer's intervention for approximately 250 resistant domestic violence offenders (we are seeking a way to provide 30 slots of targeted intervention services in the community). *Net reduction: \$21,542 (elimination of 1 clinical coordinator, and addition of \$50,000 in contract services).*
  - Reduced supervision for 225 domestic violence offenders. (Our DV unit has operated at caseloads above 80 offenders per PPO – state cuts have prevented us from adding PPO to reduce these caseloads and the situation was further exacerbated by the loss of 2 PPOs under our Project Safe Neighborhood grant. We are addressing this situation by developing a risk-based assessment process to identify domestic violence offenders who could safely qualify for reduced supervision.) *Net increase: \$50,777 (.62 PPO).*

- Loss of services at the Day Reporting Center, including anger management classes and in-house treatment readiness **for all offenders under supervision**, and pre-release from prison planning and intensive case management for 80 sex offenders. *Net reduction: \$74,930 (1 CC).*
- Loss of five housing beds (two for women, three for men), which reduces our capacity to house offenders releasing from prison or jail. *Net reduction: \$65,500 (\$28,000 in Emergency Housing beds and \$37,500 in Joint Access beds).*
- Elimination of one residential drug treatment bed for women (serves approximately two women per year). *Net reduction: \$36,500 in contracted bed.*
- In addition, we have made other adjustments to balance our Adult Services Division budget as a result of the state reduction.
- Through this process, we have attempted to prioritize interventions aimed at high and medium risk offenders and to maintain a balance of supervision, sanctions and treatment programs.

# Program Data for Programs Potentially Affected by State Disappropriation

Last Updated:

10/03/05

Includes Admin & Support costs as shown in Adopted Budget

Prior-ity	County Dep't	Program Offer #	Program Offer Name	FY 2006 Board Ranking	FY 2006 General Fund	FY 2006 Other Funding	FY 2006 Total Funding	ESTIMATED Change in State Funding	# of Clients per year (before cut)	ESTIMATED # of clients served (after cut)	FY 2006 Adopted FTE	FTE reduction
<b>Basic Needs</b>												
	DSCP	21009	Homeless Families	3 of 111	811,981	2,963,995	3,775,976	(74,308)	see below	see below	2.50	0.00
			- Winter Shelter PDX General Funds (\$5,984)						150	121		
			- SHAP Winter Shelter (\$13,422)						1,178	1,156		
			- LIRHF (\$54,902)						75	58		
	DCHS	25082A	General Domestic Violence Services	3 of 111	1,024,488	675,300	1,699,788	(31,318)	454	429	4.05	0.04
	DCHS	25015	ADS Adult Protective Services	18 of 111	893,904	3,067,710	3,961,614	(76,528)	7031 Complaints; 2731 Investigations; 1861 MDT Consultations; Same Quantity of service, but a reduced quality		35.00	(1.00)
	DA	15014	Victims Assistance	38 of 111	525,174	210,059	735,233	48,681	4,660 contacts	5,000 contacts	8.00	0.00
	DCHS	25010A	ADS Long Term Care (LTC)	42 of 111	1,168,960	19,520,278	20,689,238	(2,113,256)	26,663	26,663	205.85	(20.80)
			<i>Expected salary savings under expenditure in salaries due to vacancies and turnover covers \$312,303 of cut. This equals 4 to 5 FTE.</i>									
	DCHS	25009A	ADS Adult Care Home Program Reduce Service Level	53 of 111	380,806	795,468	1,176,274	0	568 licensed homes	568 licensed homes	7.50	0.00
	DCHS	25009B	ADS Adult Care Home Program Current Service Level	64 of 111	156,994	229,876	386,870	(65,936)			4.00	(1.00)
					<b>4,962,307</b>	<b>27,462,686</b>	<b>32,424,993</b>	<b>(2,312,665)</b>			<b>266.90</b>	<b>(22.76)</b>
<b>Safety</b>												
	DA	15015	Child Abuse Team (MDT)	1 of 124	879,199	501,700	1,380,899	153,888	<i>To be determined</i>		7.00	0.00
	MCSO	60022I	Inverness Jail (MCIJ)	11 of 124	13,586,779	8,020,564	21,607,343	(799,939)	900 Beds	900 Beds	152.81	0.00
			<i>(See Notes, below)</i>									
	DSCP	21004	Gang Prevention Services	12 of 124	401,232	153,418	554,650	(89,418)	see below	see below	0.69	0.00
			<i>(Youth Gang Outreach PDX - CDBG)</i>									
								Cse Mgt	245	164		
								Job Placement	41	27		
								Maint Empl	30	20		
								Remain in school and advance gradelevel	32	21		
	DCJ	50069	Transitional Service Housing - Adult	18 of 124	1,612,684	1,221,874	2,834,558	(663,328)	1,000	1,000	6.00	0.00
	DCJ	50017	Adult High Risk Drug Unit	22 of 124	421,152	860,615	1,281,767	(113,070)	420	335	10.00	(1.72)
	DCJ	50024	Adult Sex Offender Treatment & Management	22 of 124	574,728	273,120	847,848	(52,620)	900	900	2.00	0.00
	DCJ	50007	Adult Substance Abuse Services - Outpatient	22 of 124	279,176	379,698	658,874	(38,412)	500	500	0.00	0.00
	DCJ	50044	Gang Resource Intervention Team (GRIT)	22 of 124	389,965	630,071	1,020,036	122,438	125	125	7.00	1.00

Prior-ity	County Dep't	Program Offer #	Program Offer Name	FY 2006 Board Ranking	FY 2006 General Fund	FY 2006 Other Funding	FY 2006 Total Funding	ESTIMATED Change in State Funding	# of Clients per year (before cut)	ESTIMATED # of clients served (after cut)	FY 2006 Adopted FTE	FTE reduction
	DCJ	50051	Juvenile Multi-Systemic Treatment Therapy	32 of 124	536,533	220,809	757,342	78,669	81	81	4.80	0.00
	DCJ	50023	Adult Offender Field Services - Felony	32 of 124	3,028,113	13,037,962	16,066,075	(693,473)	7,600	7,288	139.38	(8.38)
	DCJ	50042	Juvenile Formal Probation Supervision	35 of 124	2,984,929	762,986	3,747,915	(25,201)	1,000	1,000	22.50	0.00
	DCJ	50020	Adult Domestic Violence Supervision/Deferred	35 of 124	1,289,566	423,265	1,712,831	(33,089)	1,130	905	16.00	(0.52)
	DCJ	50019	Adult DUII Felony & Misdemeanor	48 of 124	50,343	207,707	258,050	(88,724)	100	60	2.00	(1.00)
	DCJ	50055	Communities of Color Partnership (COCP)	53 of 124	172,314	787,144	959,458	(155,427)	110	110	0.00	0.00
	DCJ	50025	Day Reporting Center - Adult Sanctions & Services	53 of 124	838,951	1,036,010	1,874,961	(77,985)		(240)	18.00	(1.00)
					<b>27,045,664</b>	<b>28,516,943</b>	<b>55,562,607</b>	<b>(2,475,691)</b>			<b>388.18</b>	<b>(11.62)</b>
<b>Education</b>												
	Health	40026A	Healthy Birth & Early Childhood Svcs. Part A	1 of 27	3,079,907	5,308,045	8,387,952	(386,842)	2,590	2,180	53.85	(6.50)
	Health	40026A	Healthy Birth & Early Childhood Svcs. Part A	1 of 27	3,079,907	5,308,045	8,387,952	(229,848)	noted above		noted above	
	DSCP	21005	Early Childhood Services - Parent Child Services CCFC	3 of 28	1,657,521	227,244	1,884,765	(24,728)	600	590	1.81	0.00
	DSCP	21018	Social and Support Services for Education Success CC	8 of 28	2,286,729	380,538	2,667,267	(23,172)	8,208	8,173	3.80	0.00
					<b>7,024,157</b>	<b>5,915,827</b>	<b>12,939,984</b>	<b>(664,590)</b>	<b>0</b>		<b>5.61</b>	<b>0.00</b>
<b>Vibrant Communities</b>												
	CCFC	10015A	CCFC Activities	24 of 28	0	738,089	738,089	(73,483)	N/A	N/A	3.4	(1.50)
<b>Administration &amp; Support</b>												
	DCHS	25007	Aging & Disability Support	not ranked	97,426	562,573	659,999	(86,523)	N/A	N/A	7.00	(1.00)
	DCHS	25004	DCHS Administrative Reductions	not ranked				(96,796)	N/A	N/A	18.25	(1.00)
	DCJ	50015	Adult Field Supervision Support	not ranked	1,393,425	1,095,881	2,489,306	(33,182)			14.00	(0.50)
	DCJ	50011	Adult Services Division	not ranked	1,384,335	64,941	1,449,276	9,383			10.00	0.00
					<b>2,875,186</b>	<b>1,723,395</b>	<b>4,598,581</b>	<b>(207,118)</b>			<b>49.25</b>	<b>(2.50)</b>
			<b>Grand Total</b>		<b>41,907,314</b>	<b>64,356,940</b>	<b>106,264,254</b>	<b>(5,733,547)</b>			<b>713.34</b>	<b>(38.38)</b>

Prior- ity	County Dep't	Program Offer #	Program Offer Name	FY 2006 Board Ranking	FY 2006 General Fund	FY 2006 Other Funding	FY 2006 Total Funding	ESTIMATED Change in State Funding	# of Clients per year (before cut)	ESTIMATED # of clients served (after cut)	FY 2006 Adopted FTE	FTE reduction
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**Notes:**

A ADS Estimated State Cut Amount based on 49% of biennial planning allocation.

C LTC - Estimated # of clients served overall not expected to change; June '05 data used

C LTC - # of General Assistance clients is 210; these clients will not receive general assistance but will remain clients in Food Stamps

C LTC - # of Employment Initiative clients is 120; these clients will not receive employment assistance but will remain clients in Long Term Care

E A portion of GF is used for Medicaid match

Note: ADS anticipates additional funds for Medicare/Medicaid Part D prescription enrollment (up to \$393,000 for temporary staffing for 6 months) and additional funds for OPI (up to \$290,000 however could be half this amount)

Note: ADS expects to lose Medicaid matching funds of approximately \$222,500 which will involve staff reduction of approximately 4 FTE; budget modification to follow.

Note: For Healthy Start, there will also be a loss of fee for service revenue in the amount of \$229,848

Adjustments To Offers Made By MCSO To Balance State Cuts:										Non-State Resources (General Fund)		
MCSO	60020A	Work Release Center - less uncollected revenue, two months of operation & ISR's	124 of 124	1,727,260	0	1,727,260	963,058	60 Beds	0 Beds	10.00	10.00	
MCSO	60039	Close Street (Furlough Supervision Portion)*	93 of 124	0	0	(210,030)	18250 Client Days	18250 Client Days	0.00	(3.00)		
MCSO	NA	Shortage made up from admin and support cuts	NA	46,911	0	46,911	46,911	NA	NA	0.00	0.00	
NET TOTALS							799,939					7.00

\* A separate Budmod later in the year when actual costs are known will be put forward to cover the Close Street Operation from July 1st through October 16th.

Note: the 7 reduced FTE's were absorbed into other MCSO vacancies

## Program Offers to Be Considered for Use of OTO Revenue

*For Discussion at 10/4 Board Worksession; Revised Since 9/20 Worksession*

Subject	Program Offer #	Estimated Cost	Reason for Funding
MCIJ "Purchase Out of Order"	60022	\$ 981,000	Estimated Range to Adequately Fund Purchased Beds
Tax Supervising	10010	93,000	FY 05-06 Budget Assumed Passage of Legislation to Sunset TSCC
TRAN Interest Payment	10040	200,000	TRAN Interest Payment @ 4%; FY 05-06 Budget Assumed 3%
Close Street Supervision	50065	200,000	Add'l Transition Funding to Maintain CSS Through October, 2005
Domestic Violence	Various	288,000	Additional GF Support to Restore Programs to FY 04-05 Service Levels
Housing Rent Assistance	21012	50,000	Administrative Costs Associated w/ Transfer to Housing Authority
Furlough Supervision Program	60039	257,000	See Memo from Sheriff; Program Was Embedded in CSS Program Offer
OR Science & Technology Partnership	N/A	25,000	Support for Economic Development Efforts in East County
Retire ESWIS Debt	10059	<u>2,606,000</u>	Remaining Balance on Internal Loan; Frees Up \$1.375 Million Annually
<b>Total - Program Offers to Supplement</b>		<b>\$ 4,700,000</b>	





## MULTNOMAH COUNTY AGENDA PLACEMENT REQUEST

### Board Clerk Use Only

Meeting Date: 10/04/05  
Agenda Item #: E-1  
Est. Start Time: 11:30 AM  
Date Submitted: 09/28/05

**BUDGET MODIFICATION:** -

**Agenda Title:** Executive Session Pursuant to ORS 192.660(2)(h)

*Note: If Ordinance, Resolution, Order or Proclamation, provide exact title. For all other submissions, provide a clearly written title.*

<b>Date Requested:</b>	October 4, 2005	<b>Time Requested:</b>	15-30 mins
<b>Department:</b>	Non-Departmental	<b>Division:</b>	County Attorney
<b>Contact(s):</b>	Agnes Sowle		
<b>Phone:</b>	503 988-3138	<b>Ext.</b>	83138
<b>I/O Address:</b>	503/500		
<b>Presenter(s):</b>	Agnes Sowle and Invited Others		

### General Information

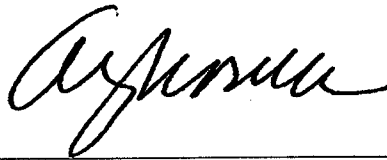
1. What action are you requesting from the Board?  
No Final Decision will be made in the Executive Session.
2. Please provide sufficient background information for the Board and the public to understand this issue.  
Only Representatives of the News Media and Designated Staff are allowed to Attend.  
Representatives of the News Media and All Other Attendees are Specifically Directed Not to Disclose Information that is the Subject of the Executive Session.
3. Explain the fiscal impact (current year and ongoing).
4. Explain any legal and/or policy issues involved.  
ORS 192.660(2)(h).
5. Explain any citizen and/or other government participation that has or will take place.

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**Required Signatures**

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**Department/  
Agency Director:**



**Date:** 09/28/05

**Budget Analyst:**

**Date:**

**Department HR:**

**Date:**

**Countywide HR:**

**Date:**