URBAN AREA BOUNDARY REVISION POLICY
BACKGROUND NOTEBOOK

As part of Gorge2020, commissioners expressed interest in developing an urban area boundary policy to define how counties within the National Scenic Area can comply with the criteria in section 4(f) of the National Scenic Area Act for revising urban area boundaries.

Currently, the Commission has four principal authorities for urban area boundary revision policy. Section 4(f) of the National Scenic Area Act authorizes the Commission to make minor revisions to urban area boundaries and gives four criteria that revisions must satisfy. Chapter IV of the Management Plan contains broad policies for the revision of urban area boundaries. Commission Rule 350-40 contains the submittal requirements for counties to apply for a boundary revision and the broad procedure the Commission will use to consider an application. The Commission cannot change the 4(f) criteria, but can ensure that its Plan, rules, and guidance reflect current issues in urban areas and concerns about applying the 4(f) criteria.

In 1992, the Commission adopted an Urban Areas Boundary Revision Handbook as guidance for counties to use when developing an urban area boundary application and for the Commission to use when considering the application. In 1998, the Commission has approved two applications—in Cascade Locks and Stevenson—which made changes where Congress's mapping did not reflect clear congressional intent. Those applications and Commission decisions are not models for counties or the Commission to follow for future revisions. Since 1998, Commission staff has engaged with several urban areas to discuss proposals for revising their urban area boundaries, revealing that the Commission's authorities do not provide adequate guidance. The Commission has made several attempts to update and clarify the handbook, none of which resulted in final action.

In 2017, the Commission adopted a rule (Commission Rule 350-10) containing legal descriptions for all the urban areas. This was a separate task that did not address revisions to urban areas. The legal descriptions did not revise any urban area boundaries. If the Commission approves future urban area boundary revisions, the Commission will need to update the legal descriptions rule to reflect new boundaries.

This briefing notebook contains salient documents relating to the Commission's development of urban area boundary revision policy over the years. These past actions provide context and helpful background, and the Commission might decide to reconsider some of these past ideas, or not. Other documents are available at the Gorge Commission office. Persons interested in reviewing those documents should make an appointment with the Commission office.

This background notebook is organized roughly by date of the material (oldest to newest). The sections correspond to specific Commission actions relating to urban area boundaries. Each section begins with a short introduction to the actions reflected in the materials for that section and other materials available at the Commission office.

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Legal Authority

The authority and criteria for the Commission to revise urban area boundaries are in section 4(f) of the National Scenic Area Act (16 U.S.C. § 544b(f)). The Commission is authorized to make minor revisions to urban area boundaries and must find that four criteria are met.

The criteria in the National Scenic Area Act are based on Oregon's Statewide Planning Goal 14 as the Oregon Land Conservation and Development Commission (LCDC) adopted it in 1975. LCDC has amended Goal 14 a few times since the date of the National Scenic Area Act, most significantly in 2006 and most recently in 2016. The basic criteria in Goal 14 are generally the same, but how LCDC interprets and applies those criteria has changed dramatically since the original 1975 Goal 14. There are also many Oregon appellate court decisions that have applied and interpreted the Goal 14 criteria. The boundaries of the four Oregon urban areas in the National Scenic Area roughly follow the LCDC acknowledged urban growth boundaries for those cities, adopted in the early 1980s.

As of the date of the National Scenic Area Act, there was no similar urban growth area designation in Washington law. In 1990, Washington adopted the Growth Management Act, which requires "urban growth areas" in the counties that are required to plan under the Growth Management Act. Clark County is required to plan under the Growth Management Act but does not have any urban growth areas within the National Scenic Area. Skamania and Klickitat counties are not required to plan under the Growth Management Act and have not designated any urban growth areas.

Commission Rule 350-40 is the Commission's procedural rule for counties to apply for urban area boundary revisions and for the Commission's review of applications. The Commission adopted this rule in 1992 and has revised this rule twice, which only changed internal Commission procedure.

The Commission adopted broad policies and guidelines in the Management Plan for revision of urban area boundaries. These policies date back to adoption of the original Management Plan in 1991. The Commission did not revise these policies in its 2004 Plan Review. The policies and guidelines largely reiterate the requirements of the National Scenic Area Act.

Section 4 of the National Scenic Area Act, the original Oregon Goal 14; the current Commission rule governing procedural requirements for consideration of urban area boundary revisions; and the Management Plan policies and guidelines for urban area boundaries are included in this background notebook. Staff provided legislative history of the National Scenic Area Act relating to urban areas to the Commission in 2009. It is at pages 259–298 in this background notebook.

This notebook does not include other Goal 14 materials or Washington urban growth areas materials. The Commission office has some of this material. Persons interested in state material should contact the Oregon Department of Land Conservation and Development and the Washington Department of Commerce Growth Management Services.

ploration, development or production can be conducted without disturbing the surface of any land within the boundaries of a special management area or is for sand, gravel and crushed rock used for the construction, maintenance or reconstruction of roads within the special management areas used for the production of forest products; and

(4) permits for siting or construction within a special management area of any residence or other related major structure on any parcel of land less than forty acres in size;

(k) ''management plan'' means the scenic area management plan adopted pursuant to section 544d of this title;

(*l*) ''open spaces'' means unimproved lands not designated as agricultural lands or forest lands pursuant to section 544d of this title and designated as open space pursuant to section 544d of this title. Open spaces include—

(1) scenic, cultural, and historic areas;

(2) fish and wildlife habitat;

(3) lands which support plant species that are endemic to the scenic area or which are listed as rare, threatened or endangered species pursuant to State or Federal Endangered Species Acts;

(4) ecologically and scientifically significant natural areas;

(5) outstanding scenic views and sites;

(6) water areas and wetlands;

(7) archaeological sites, Indian burial grounds and village sites, historic trails and roads and other areas which are culturally or historically significant;

(8) potential and existing recreation resources; and

(9) Federal and State wild, scenic, and recreation waterways;

(m) ''recreation assessment'' means the recreation assessment adopted pursuant to section 544d of this title;

(n) ''residential development'' means the permitting for siting or construction of any residence or other related major structure;

(*o*) ''scenic area'' means the Columbia River Gorge National Scenic Area established pursuant to section 544b of this title;

(p) ''Secretary'' means the Secretary of Agriculture;

(q) ''special management areas'' means areas within the scenic area established pursuant to section 544b of this title;

(r) ''States'' means the States of Oregon and Washington; and

(s) ''urban areas'' means those areas within the scenic area identified as urban areas on the map referred to in section 544b(e) of this title or within the boundaries of an urban area as revised pursuant to section 544b(f) of this title.

(Pub. L. 99–663, § 2, Nov. 17, 1986, 100 Stat. 4274; Pub. L. 103–435, § 17(b), Nov. 2, 1994, 108 Stat. 4573.)

REFERENCES IN TEXT

Federal Endangered Species Acts, referred to in subsec. (*l*)(3), are classified principally to chapter 35 (§ 1531 et seq.) of this title.

AMENDMENTS

1994—Subsec. (g). Pub. L. 103–435 substituted ''Yakama Indian Nation'' for ''Yakima Indian Nation''.

SHORT TITLE

Pub. L. 99–663, § 1, Nov. 17, 1986, 100 Stat. 4274, provided that: ''This Act [enacting this section and sections 544a to 544p of this title and amending sections 1274 and 1276 of this title] may be referred to as the 'Columbia River Gorge National Scenic Area Act'.''

§ 544a. Purposes

The purposes of sections 544 to 544p of this title are—

(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).

(Pub. L. 99–663, § 3, Nov. 17, 1986, 100 Stat. 4276.)

§ 544b. Establishment of scenic area

(a) National scenic area

(1) There is hereby established the Columbia River Gorge National Scenic Area.

(2) BOUNDARIES.—

(A) IN GENERAL.—Except as provided in subparagraph (B), the boundaries of the scenic area shall be generally depicted on the map entitled ''Boundary Map, Columbia River Gorge National Scenic Area,'' numbered NSA–001 sheets 1 and 2, and dated September 1986, which shall be on file and available for public inspection in the offices of the Commission and of the Chief, Forest Service.

(B) EXCLUSIONS.—The scenic area shall not include the approximately 29 acres of land owned by the Port of Camas-Washougal in the South ½ of Section 16, Township 1 North, Range 4 East, and the North ½ of Section 21, Township 1 North, Range 4 East, Willamete[1] Meridian, Clark County, Washington, that consists of—

(i) the approximately 19 acres of Port land acquired from the Corps of Engineers under the Second Supplemental Appropriations Act, 1984 (Public Law 98–396); and

(ii) the approximately 10 acres of adjacent Port land to the west of the land described in clause (i).

(b) Special management areas

(1) The following areas within the boundaries of the scenic area are hereby designated ''Special Management Areas'': Gates of the Columbia River Gorge; Wind Mountain; Burdoin Mountain; and Rowena.

(2) The boundaries of the special management areas designated by paragraph (1)—

(A) shall be generally depicted on the map entitled ''Special Management Areas, Columbia River Gorge National Scenic Area'', numbered SMA–002 sheets 1 through 17, and dated September 1986, which shall be on file and

[1] So in original. Probably should be ''Willamette''.

available for public inspection in the offices of the Commission and of the Chief, Forest Service; and

(B) shall include all islands within the boundaries of the scenic area.

(3) MODIFICATION OF BOUNDARIES.—The boundaries of the special management areas are modified as depicted on a map dated September 20, 2000, which shall be on file and available for public inspection in the office of the Chief of the Forest Service in Washington, District of Columbia, and copies shall be available in the office of the Commission, and the headquarters of the scenic area.

(c) Revision of special management area boundaries

The Secretary, in consultation with the Commission, may make minor revisions in the boundaries of special management areas after publication of notice to that effect in the Federal Register and submission of notice thereof to the Committee on Energy and Natural Resources of the United States Senate and the Committees on Agriculture and Natural Resources of the United States House of Representatives. Such notice shall be published and submitted at least sixty days before the revision is made. Notice of final action regarding such revision shall also be published in the Federal Register.

(d) Dodson/Warrendale Special Purchase Unit

(1) There is hereby established the Dodson/Warrendale Special Purchase Unit.

(2) The boundaries of the Dodson/Warrendale Special Purchase Unit shall be generally depicted on the map entitled ''Dodson/Warrendale Special Purchase Unit, Columbia River Gorge National Scenic Area'', numbered SPU–003 sheet 1, and dated September 1986, which shall be on file and available for public inspection in the offices of the Commission and of the Chief, Forest Service.

(e) Urban areas

(1) The following cities and towns are hereby designated as ''Urban Areas'': Cascade Locks, Hood River, Mosier, and The Dalles, Oregon; and Bingen, Carson, Dallesport, Home Valley, Lyle, North Bonneville, Stevenson, White Salmon, and Wishram, Washington.

(2) The boundaries of urban areas shall be generally depicted on the map entitled, ''Urban Areas, Columbia River Gorge National Scenic Area'', numbered UA–004 sheets 1 through 11, and dated September 1986, which shall be on file and available for public inspection in the offices of the Commission and of the Chief, Forest Service. The boundaries of urban areas designated in this subsection may be revised pursuant to the provisions of this section.

(f) Revision of urban area boundaries

(1) Upon application of a county and in consultation with the Secretary, the Commission may make minor revisions to the boundaries of any urban area identified in subsection (e) of this section. A majority vote of two-thirds of the members of the Commission, including a majority of the members appointed from each State, shall be required to approve any revision of urban area boundaries.

(2) The Commission may revise the boundaries of an urban area only if it finds that—

(A) a demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the management plan;

(B) revision of urban area boundaries would be consistent with the standards established in section 544d of this title and the purposes of sections 544 to 544p of this title;

(C) revision of urban area boundaries would result in maximum efficiency of land uses within and on the fringe of existing urban areas; and

(D) revision of urban area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces.

(Pub. L. 99–663, § 4, Nov. 17, 1986, 100 Stat. 4276; Pub. L. 103–437, § 6(d)(34), Nov. 2, 1994, 108 Stat. 4585; Pub. L. 105–277, div. A, § 101(e) [title III, § 354(a)], Oct. 21, 1998, 112 Stat. 2681–231, 2681–303; Pub. L. 106–31, title V, § 5004(3), May 21, 1999, 113 Stat. 110; Pub. L. 106–291, title III, § 346(d), Oct. 11, 2000, 114 Stat. 1000.)

REFERENCES IN TEXT

The Second Supplemental Appropriations Act, 1984, referred to in subsec. (a)(2)(B)(i), is Pub. L. 98–396, Aug. 22, 1984, 98 Stat. 1369. For complete classification of this Act to the Code, see Tables.

AMENDMENTS

2000—Subsec. (b)(2). Pub. L. 106–291, § 346(d)(1), substituted ''by paragraph (1)'' for ''in this section'' in introductory provisions.

Subsec. (b)(3). Pub. L. 106–291, § 346(d)(2), which directed amendment of subsec. (b)(2) by adding at the end a par. (3), was executed by adding par. (3) after subsec. (b)(2), to reflect the probable intent of Congress.

1999—Subsec. (a)(2). Pub. L. 106–31 made technical correction to directory language of Pub. L. 105–277. See 1998 Amendment note below.

1998—Subsec. (a)(2). Pub. L. 105–277, as amended by Pub. L. 106–31, inserted par. (2) heading, designated existing provisions as subpar. (A), inserted heading, and substituted ''Except as provided in subparagraph (B), the boundaries'' for ''The boundaries'', and added subpar. (B).

1994—Subsec. (c). Pub. L. 103–437 substituted ''Natural Resources'' for ''Interior and Insular Affairs'' after ''Committees on Agriculture and''.

EFFECTIVE DATE OF 1999 AMENDMENT

Pub. L. 106–31, title V, § 5004(4), May 21, 1999, 113 Stat. 110, provided that: ''The amendments made by paragraphs (1), (2), and (3) of this section [amending this section and section 1374 of this title], shall take effect as if included in Public Law 105–277 on the date of its enactment [Oct. 21, 1998].''

CONGRESSIONAL INTENT OF 1998 AMENDMENT

Pub. L. 105–277, div. A, § 101(e) [title III, § 354(b)], Oct. 21, 1998, 112 Stat. 2681–231, 2681–303, provided that: ''The amendment made by subsection (a) [amending this section]—

''(1) is intended to achieve the intent of Congress set forth in Public Law 98–396 [see Tables for classification]; and

''(2) is not intended to set a precedent regarding adjustment or amendment of any boundaries of the Columbia River Gorge National Scenic Area or any other provisions of the Columbia River Gorge National Scenic Area Act [see Short Title note set out under section 544 of this title].''

COLUMBIA RIVER GORGE COMMISSION

Chapter 350
Division 40

Revision of Urban Area Boundaries

As Amended through May 1, 2011

350-40-000. Purpose.

This division specifies the process of the Columbia River Gorge Commission (Commission) for considering minor revisions to the boundaries of any Urban Area.

350-40-010. Definitions.

Reserved

350-40-020. Authority.

(1) Consideration of requests to revise urban area boundaries is a discretionary action authorized by section 4(f) of the Act. The Act does not entitle a county, or any person or entity, to have the Commission review a request to revise any urban area boundary, and does not contain time requirements for consideration of a request. The Commission may make "minor revisions" to the boundaries of an Urban Area [Scenic Area Act, Section 4(f)].

(2) Three procedural requirements are included in Section 4(f)(1) of the Scenic Area Act:

(a) Requests to revise an Urban Area boundary are submitted to the Commission by a county government;

(b) The Commission must consult the Secretary of Agriculture before revising an Urban Area boundary; and

(c) Two-thirds of the Commission members, including a majority of the members appointed from each state, must approve a revision of an Urban Area boundary. In the event of recusal, the doctrine of necessity shall apply.

(3) Section 4(f)(2) of the Scenic Area Act allows the Commission to revise the boundaries of an Urban Area only if the following criteria are satisfied:

(a) A demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the Management Plan;

(b) Revision of Urban Area boundaries is consistent with the standards established in Section 6 and the purposes of the Scenic Area Act;

(c) Revision of Urban Area boundaries will result in maximum efficiency of land uses within and on the fringe of existing Urban Areas; and

(d) Revision of Urban Area boundaries will not result in the significant reduction of agricultural lands, forest lands, or open spaces.

<u>350-40-030</u>. Application for Revision.

Applications to revise the boundaries of any Urban Area shall contain the following information:

(1) A statement from the county sponsoring the Urban Area boundary revision, signed by the county commissioners.

(2) A statement that the senior-elected or appointed official(s) of any affected municipality or special district were provided notice of the application.

(3) A statement that explains why the proposed Urban Area boundary revision is needed. The statement shall describe the anticipated land uses that would occur in the affected area and demonstrate~~s~~ how the proposed revision complies with the criteria in the Scenic Area Act.

(4) A map of the area proposed for revision to the existing Urban Area. The map shall be drawn to scale and shall be prepared at a scale of 1 inch equals 200 feet (1:2,400), or a scale providing greater detail. It shall include the following elements:

(a) North arrow;

(b) Map scale;

(c) Boundaries of all parcels within the subject area, with labels showing the name of each property owner and the size of each parcel;

(d) Current municipal zoning designations, where applicable;

(e) Significant terrain features or landforms;

(f) Bodies of water and watercourses;

(g) Existing roads and railroads;

(h) Existing dwellings and other structures; and

(i) Location of existing services, including water systems, sewage systems, and power and telephone lines.

(5) For incorporated areas, a map of the current boundary of the municipality.

(6) A map of adopted land use designations and zoning for the existing Urban Area.

(7) For Oregon applications, a map of currently approved urban growth boundaries.

(8) An analysis based on criteria in the Scenic Area Act. (For guidance see Urban Areas Boundary Revisions Handbook, Gorge Commission 1992).

350-40-040. Processing of Application.

Applications for revision of urban area boundaries shall be reviewed upon receipt and in the order in which they are received, except that the Commission may, as part of its work planning, set a limit on the number of urban area boundary revision applications it will process during the biennium and may set its limit at zero.

350-40-050. Submission and Acceptance of Application.

(1) A county government shall submit an application to revise the boundary of an Urban Area to the Commission office. Fifteen copies of each application are required after the Executive Director determines the application is complete. Only two copies of the large scale maps are required.

(2) The Director shall review the application for completeness and adequacy and notify the applicant in writing of any deficiencies.

(3) The Executive Director shall not accept an application as complete until all omissions and deficiencies noted by the Executive Director are corrected.

350-40-0055. Work Plan.

The Commission shall adopt a work plan for each application to revise an urban area boundary. The work plan should contain an estimate of the time and steps needed to review the application, which may vary among applications depending on Commission staffing, budget and resources, and other agency work. At a minimum, the work plan shall include the steps and time periods in sections 060 through 090 in this division. The start date, steps, and time periods shall be set considering commission staffing level, budget and resources, other agency work, and adequate time for public review. The work plan is only an estimate; the Executive Director may require information or procedure not listed in the work plan; skip procedures and information requirements listed in the workplan; or lengthen or shorten time to complete steps in the workplan without permission from the Commission.

350-40-060. Notice of Application.

(1) The Executive Director shall send electronic or paper notice of the completed application to the U.S. Forest Service-National Scenic Area Office, States of Oregon and Washington, all four Indian tribal governments, the six Gorge county planning offices, appropriate city planning offices, and interested parties who have requested notice.

(2) The Executive Director shall publish notice of the application in local Gorge newspapers serving the National Scenic Area as well as a major newspaper in Portland and a major newspaper in Vancouver.

(3) The complete application shall be available for inspection at the Commission office during normal office hours.

350-40-065. Public Comment.

(1) Interested persons shall have no less than 30 days from the date the notice is sent to submit written comments to the Executive Director. Written comments should address whether the proposed amendment is consistent with the purposes and standards of the Scenic Area Act, the criteria in Section 6(h) of the Scenic Area Act and this rule.

350-40-070. Report of the Executive Director.

The Executive Director shall prepare a report analyzing the proposed Urban Area boundary revision, and which may include recommendations.

350-40-080. Hearings.

(1) The Commission will conduct a hearing on every application accepted as complete by the Director.

(2) The Commission shall provide 20 days notice of the hearing to interested parties and the public.

(3) The hearing shall take place as follows, noting the Chair may provide specific direction for the conduct of the hearing related to the time allowed for presentations and similar procedural issues:

(a) The applicant may present the basis for the urban area boundary revision.

(b) Federal, state, county, tribal and other government officials may participate through submission of oral or written comments.

(c) The public may participate through submission of oral or written comments.

(d) After those who participate in the hearing on behalf of the government or the public are finished, the applicant shall have the opportunity to respond to the comments presented.

(e) After all presentations are complete, the Commission shall deliberate on the proposed urban area boundary revisions.

350-40-090. Consultation.

In considering amendments to urban area boundaries, the Gorge Commission shall consult with the Forest Service, both states, the six Gorge counties, all four Indian tribal governments and agencies or organizations that have a specific interest.

2. The Gorge Commission shall hear appeals of final enforcement actions relating to implementation of the Management Plan.

REVISION OF URBAN AREA BOUNDARIES

Congress designated 13 cities and towns as "Urban Areas": Cascade Locks, Hood River, Mosier, and The Dalles, Oregon; and Bingen, Carson, Dallesport, Home Valley, Lyle, North Bonneville, Stevenson, White Salmon, and Wishram, Washington. Urban Areas are exempt from regulation under the Management Plan. Congress established the boundaries of the Urban Areas when it enacted the Scenic Area Act. However, it authorized the Gorge Commission to make minor revisions to the Urban Area boundaries. Congress also set forth in the Scenic Area Act a process and criteria for use by the Gorge Commission in carrying out the revision process. The following policies govern the revision of Urban Area boundaries.

Policies

1. The Commission shall adopt rules that implement the requirements of the Scenic Area Act related to the revisions of Urban Area boundaries.

2. The Gorge Commission may make minor revisions to the boundaries of Urban Areas upon a majority vote of two-thirds of the members of the Gorge Commission, including a majority of the members from each state.

3. A county may apply to the Gorge Commission to make a minor revision in the boundary of an Urban Area within the county's jurisdiction.

4. Before revising an Urban Area boundary, the Gorge Commission shall consult with the Secretary of Agriculture prior to any hearing on the revision.

5. The Gorge Commission shall consider an application for a minor revision to an Urban Area boundary at a hearing held for that purpose. The Gorge Commission shall adopt procedures for urban boundary revision hearings.

6. The Gorge Commission shall review and consider proposed revisions to Urban Area boundaries that do not qualify for revision under Section 4(f) of the Scenic Area Act. After review, and after a public hearing on the matter, the Gorge Commission shall consider appropriate recommendations to Congress on the boundaries. The Gorge Commission shall attempt to complete these reviews within 5 months after adoption of the Management Plan.

Guidelines

1. The Commission may revise the boundaries of an Urban Area only if it finds that all of the following conditions exist and that the proposal is consistent with Commission rules related to revisions of Urban Area boundaries:

    A. A demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the Management Plan.

    B. Revision of Urban Area boundaries would be consistent with the purposes of the Scenic Area Act and the standards established in Section 6 of the Act.

    C. Revision of Urban Area boundaries would result in maximum efficiency of land uses within and on the fringe of existing Urban Areas.

    D. Revision of Urban Area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces.

REVISION OF SCENIC AREA BOUNDARIES

The Scenic Area Act does not contain administrative procedures or substantive criteria for revising the exterior boundaries of the Scenic Area. Congressional action will be required before lands can be added to or removed from the Scenic Area.

The Gorge Commission recognizes that circumstances may exist or arise that necessitate a change in the boundaries of the Scenic Area. The Gorge Commission will consider proposed boundary revisions on a case-by-case basis. Recommendations for revising the boundaries of the Scenic Area will be forwarded to Congress.

Policy

1. The Gorge Commission shall review and consider proposed revisions to the boundary of the Scenic Area for appropriate recommendations to Congress. The Gorge Commission shall consider first any proposed revision involving land within an urban service boundary established prior to enactment of the Scenic Area Act.

COUNTY ORDINANCES

Policies

1. Counties may adopt ordinances with provisions that vary from the policies and guidelines in the Management Plan as long as the ordinances provide greater

§ § § § § § §

LCDC ORDER #1

- Adopted by LCDC: December 27, 1974
- Filed with Secretary of State: December 31, 1974
- Effective on: January 25, 1975

DESCRIPTION:
Established the original statewide planning goals, numbers 1 through 14

§ § § § § § §

RECEIVED
DEC 31 8 59 AM '74
LARRY SEMERS
SECRETARY OF STATE

BEFORE THE LAND CONSERVATION
AND DEVELOPMENT COMMISSION

In the Matter of the Adoption by the Land Conservation and Development Commission of Statewide Planning Goals and Guidelines.	)	ORDER ADOPTING STATEWIDE GOALS AND GUIDELINES

Whereas the Land Conservation and Development Commission held a series of workshops throughout the State of Oregon to receive public input as to what citizens of Oregon believe should be accomplished by statewide planning goals and guidelines; and

Whereas, as a result of the citizen comments received from those initial workshops the Department of Land Conservation and Development prepared a first draft of Goals and Guidelines; and

Whereas that draft of goals and guidelines was submitted throughout the State of Oregon at a second series of workshops for citizen review and comment; and

Whereas on October 24, 1974, the Commission adopted a second draft of its Goals and Guidelines based on the input the Commission had received at its second round of workshops; and

Whereas the Commission, after publishing formal notice as required by ORS 197.235, held ten public hearings throughout the State of Oregon on such second draft, in order to receive citizen comments thereon; and

Whereas as a result of such hearings and the citizen comments received therein, the Commission on November 30, 1974

adopted a third revised draft of the goals and guidelines; and

Whereas the Commission on December 13, 1974 held its final hearing on its third revised draft of its Goals and Guidelines, at room 20 of the State capitol, after having published the notice thereof required by ORS 197.240; and

Whereas, as a result of such hearing and the citizen comments it received therein, the Commission on December 20 developed a final draft of its Goals and Guidelines; and

Whereas the Commission on this 27th day of December, 1974 has considered this final draft of Statewide planning Goals and Guidelines, attached hereto as exhibit A and is satisfied that they should be adopted subject to the further corrections and revisions either made or directed to be made,

NOW THEREFORE, it is hereby

ORDERED

1. That the Land Conservation and Development Commission's Statewide Planning Goals and Guidelines, Appendix A, hereto, is adopted subject to the further revisions already ordered by the Commission being inserted;

2. That the operative date of such goals and guidelines shall be January 1, 1975.

3. That the Director of the Department of Land Conservation and Development shall as soon as the final corrections and revisions are completed file a certified true copy of the Statewide Planning Goals and Guidelines with the Secretary

of State's office for inclusion in the publication entitled "Oregon Administrative Rules."

Dated this 27th day of December, 1974.

For the Commission:

/s/ L. B. Day
L. B. Day, Chairman

14 - URBANIZATION

GOAL:

To provide for an orderly and efficient transition from rural to urban land use.

Urban growth boundaries shall be established to identify and separate urbanizable land from rural land.

Establishment and change of the boundaries shall be based upon consideration of the following factors:

(1) Demonstrated need to accommodate long-range urban population growth requirements consistent with LCDC goals;
(2) Need for housing, employment opportunities, and livability;
(3) Orderly and economic provision for public facilities and services;
(4) Maximum efficiency of land uses within and on the fringe of the existing urban area;
(5) Environmental, energy, economic and social consequences;
(6) Retention of agricultural land as defined, with Class I being the highest priority for retention and Class VI the lowest priority; and,
(7) Compatibility of the proposed urban uses with nearby agricultural activities.

The results of the above considerations shall be included in the comprehensive plan. In the case of a change of a boundary, a governing body proposing such change in the boundary separating urbanizable land from rural land, shall follow the procedures and requirements as set forth in the Land Use Planning goal (Goal 2) for goal exceptions.

Any urban growth boundary established prior to January 1, 1975 which includes rural lands that have not been built upon shall be reviewed by the governing body, utilizing the same factors applicable to the establishment or change of urban growth boundaries.

Establishment and change of the boundaries shall be a cooperative process between a city and the county or counties that surround it.

Land within the boundaries separating urbanizable land from rural land shall be considered available over time for urban uses. Conversion of urbanizable land to urban uses shall be based on consideration of:

(1) Orderly, economic provision for public facilities and services;
(2) Availability of sufficient land for the various uses to insure choices in the market place;
(3) LCDC goals; and,
(4) Encouragement of development within urban areas before conversion of urbanizable areas.

GUIDELINES:

A. PLANNING:

1. Plans should designate sufficient amounts of urbanizable land to accommodate the need for further urban expansion, taking into account (1) the growth policy of the area, (2) population needs (by the year 2000), (3) the carrying capacity of the planning area, and (4) open space and recreational needs.

2. The size of the parcels of urbanizable land that are converted to urban land should be of adequate dimension so as to maximize the utility of the land resource and enable the logical and efficient extension of services to such parcels.

3. Plans providing for the transition from rural to urban land use should take into consideration as a major determinant the carrying capacity of the air, land and water resources of the planning area. The land conservation and development actions provided for by such plans should not exceed the carrying capacity of such resources.

B. IMPLEMENTATION RELATED:

1. The type, location and phasing of public facilities and services are factors which should be utilized to direct urban expansion.

2. The type, design, phasing and location of major public transportation facilities (i.e., all modes: air, marine, rail, mass transit, highways, bicycle and pedestrian) and improvements thereto are factors which should be utilized to support urban expansion into urbanizable areas and restrict it from rural areas.

3. Financial incentives should be provided to assist in maintaining the use and character of lands adjacent to urbanizable areas.

4. Local land use controls and ordinances should be mutually supporting, adopted and enforced to integrate the type, timing and location of public facilities and services in a manner to accommodate increased public demands as urbanizable lands become more urbanized.

5. Additional methods and devices for guiding urban land use should include but not be limited to the following: (1) tax incentives and disincentives; (2) multiple use and joint development practices; (3) fee and less-than-fee acquisition techniques; and (4) capital improvement programming.

6. Plans should provide for a detailed management program to assign respective implementation roles and responsibilities to those governmental bodies operating in the planning area and having interests in carrying out the goal.

Early History

The Commission has had a long history of considering urban area boundary revision policy. Almost immediately after the states formed the Commission in the late 1980s, Gorge communities began requesting the Commission for revisions to their urban area boundaries—both to accommodate growth and to "fix mistakes" in Congress's mapping. Counties requested revisions to the Carson, Lyle, The Dalles and Home Valley urban areas. The Commission considered and denied applications to revise the Carson and Lyle urban areas. The Commission also decided not to consider requests to revise The Dalles, and Home Valley urban areas, and decided not to consider a second request to revise the Lyle urban area. Following these actions, in August 1990, the Commission voted to consider urban area boundary revision policy only after the Commission adopted the Management Plan, so the Commission could focus on completing the Management Plan.

An August 1990 memo from the Executive Director to the Commission and the minutes of the Commission's August 27 and 28, 1990 meetings documenting these early actions and are included in this background notebook. Other early documents are available at the Commission office.

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

MEMORANDUM

TO: Columbia River Gorge Commission

FROM: August 8, 1990

DATE: Richard P. Benner, Executive Director

SUBJECT: Urban Area Boundaries

As you know, Congress set the boundaries of the 13 urban areas when it enacted the National Scenic Area Act. Those boundaries are set forth on maps adopted as part of the Act.

Congress gave the Commission limited authority to change boundaries it established. Congress authorized the Commission to make "minor revisions" in the boundaries of urban areas, but only if the Commission finds that the revisions satisfy four criteria set forth in section 4f of the Act.

During the past several years, the Commission has received applications to make boundary revisions. It considered and rejected two (Carson, Lyle). In January, 1989, the Commission decided it would not entertain such applications until it had adopted the management plan in order to devote its energies to that end.

In addition to applications, the Commission has become aware of a variety of complaints about urban boundaries. In response, the Commission has said it would consider the complaints at the time it adopted the management plan. The Commission charged the staff to analyze the complaints and suggest optional ways of resolving the complaints.

We have compiled a list of the applications and complaints and added to them similar situations of which we have become aware in working closely with the maps. We do not represent that the list is complete; there are no doubt other situations of which we are not aware. However, it is likely that all or most types of situations are represented on the list. Once the Commission decides how it wishes to deal with classes of situations, it can deal with others as yet unknown in similar fashion.

As the Commission begins to consider courses of action to resolve difficulties with the urban area boundaries, it is worth recalling the wisdom of Congress in setting the boundaries itself. Had it charged the Commission to set the boundaries in the first instance, the Commission's planning program would have taken considerably longer than it has already taken. Treating boundary questions incautiously now could expose the Commission to endless boundary disputes that will set back adoption of the management plan.

The Commission will discuss boundaries at the August 27 meeting.

A. URBAN AREA CITY LIMITS THAT PROJECT OUTSIDE URBAN AREA BOUNDARIES

1. North Bonneville: a 40-acre tract on the west side of town

2. Stevenson: a 34.8-acre tract (Talent) on the west side of town

3. The Dalles: city limits project beyond shore into Columbia River, including several small, waterfront islands

4. Mosier: city limits project beyond shore into Columbia River

5. Hood River: one-third of Wells Island

6. Hood River: marina berm

7. Cascade Locks: city limits project beyond shore into Columbia River

There is no explanation for these boundaries in the Congressional Record. An explanation suggests itself for one: while a portion of Wells Island lies within Hood River's city limits, none of it lies within Hood River's "urban growth boundary" established under Oregon land use law. It appears Congress intended that its urban area lines be coterminous with the urban growth boundaries of the Oregon cities. It also appears that Congress intended to exclude from urban area boundaries those portions of city limits that extend into the Columbia River, although a platted portion of Stevenson city limits that projects into the river was included within the urban area. There is no apparent explanation for others, such as the exclusion of the Talent property from the Stevenson urban area.

This is the most compelling situation because of language in section 4e of the Act which states: "The following cities and towns are hereby designated 'Urban Area....'"

Options:

1. Apply section 4f to each of the areas on the list.

   Discussion: This solution is consistent with the Act. The Commission can make changes, however, only if the cases can satisfy the criteria in section 4f. Except for port waterfront areas, it is unlikely that these areas can satisfy the "need" test at section 4f(a) in the near future. Most urban areas have ample undeveloped land.

2. The language of the Act says cities are urban areas. Interpret that statement and language in the Act which states that the maps "generally depict" the boundaries to mean all lands within city limits lie within urban area boundaries notwithstanding the maps.

   Discussion: There are several problems associated with this solution. First, this solution would sweep one-third of Wells Island into the Hood River urban area and out of the National Scenic Area jurisdiction. Wells Island is currently a special management area with high wildlife value. Second, the waters of the Columbia River along the shorelines of four cities would be taken out of the National Scenic Area. Some shallow-water habitat is involved. Third, reliance upon the "generally depicted" language, rather than upon the lines on the maps, may have unintended consequences. The sections of the Act which describe the Scenic Area boundary and the SMA-GMA boundaries also use the term "generally depicted." If the maps are not to be definitive, then all boundaries are open to debate.

3. Apply the "generally depicted" language selectively to those situations listed above which have no adverse effect on scenic, cultural, natural or recreational resources.

   Discussion: This avoids the first and second problems mentioned above. However, because it treats different cities differently, it loses the rationale of the first option -- that <u>all</u> cities' limits are by definition inside urban area boundaries. This puts the Commission in the place of Congress and opens the door to many boundary disputes.

4. Determine which of the situations above should be changed and ask Congress to make the changes.

   Discussion: This puts the responsibility for mistakes where it belongs. There are several disadvantages with this solution. First, it will take time: Congress should not act until the management plan has been adopted and the Secretary of Agriculture approves it. Second, once Congress agrees to consider boundary changes recommended by the Commission, it will be asked to consider others. It will also be asked to consider changes to other sections of the Act. Uncertainty will follow early in the plan implementation process.

5. Ask Congress for authority to correct mistakes in urban area boundaries.

   Discussion: This would allow the Commission to make changes without the limitations of the criteria in section 4f. However, it has the same disadvantages of option 4. Also, it would put the Commission in the position of having to

distinguish mistakes from deliberate choices by Congress, in the absence of help from the Congressional Record.

6. Leave the boundaries unchanged; treat selected cases from the list as "urban influence" areas and allow urban uses in the plan.

   Discussion: This is the quickest solution. However, if the Commission were to authorize urban uses in these areas, it would almost certainly expose the Commission to the charge that it is circumventing section 4f. If a need really exists for urban use in one of these areas, then the section 4f process ought to be allowed to work, as Congress intended. Also, this response would not help the ports: no industrial use, of course, could be allowed in urban influence areas.

Recommendation: Ask Congress to revise the Stevenson (Talent, Hood River (berm) boundaries after adoption of the plan. Take no action on the other situations; let proponents make the case for urban area expansions through the section 4f process as the need arises.

B. URBAN GROWTH BOUNDARIES THAT EXTEND BEYOND URBAN AREA BOUNDARIES AND CITY LIMITS

1. Cascade Locks: two small parcels on west end of town, not in city limits but inside "urban growth boundary"

2. Hood River: one small tract on west end; same situation as Cascade Locks

In all but a few instances, Congress drew the boundaries of the Oregon urban areas to be coterminous with their "urban growth boundaries" approved under the Oregon planning program. Of course, no Washington urban area can be in this situation. This situation is less compelling than that above (city limits excluded) because the statute makes no mention of urban growth boundaries.

Options:

1. Apply section 4f to each area.

   Discussion: Same as above, in part A.

2. Interpret the "generally depicted" language to mean that all land within urban growth boundaries fall within urban areas.

Discussion: This solution, as applied to these two cases, does not involve the first two problems discussed above under part A: no part of Wells Island lies within Hood River's urban growth boundary; no part of the properties on the above list involve important natural resources. The third problem under this solution in part A does apply here, however. Jumping the urban area boundary to include these small tracts would read more Commission discretion into the "generally depict" language than we have exercised in the past.

3. Interpret the "generally depicted" language selectively.

   Discussion: Not applicable.

4. Ask Congress to make the changes.

   Discussion: Same discussion as A4, above.

5. Ask Congress for authority to correct mistakes in urban area boundaries.

   Discussion: Same discussion as A6, above.

6. Leave the boundaries unchanged; treat the properties as "urban influence areas" and allow urban uses in the plan.

   Discussion: Same discussion as A6, above.

Recommendation: Entertain proposals to revise boundaries in these two instances after adoption of the management plan, using the section 4f process. As an alternative, if the Commission decides to ask Congress to make changes recommended in part A, above, then add these two small areas to the list.

C. CITY LIMITS OF CITIES WHICH LIE OUTSIDE SCENIC AREA BOUNDARY EXTEND INTO SCENIC AREA

1. Troutdale: many small tracts within city limits, totalling approximately 75 acres, lie on east bank of Sandy River, within Scenic Area boundary.

2. Washougal: one tract (less than 5 acres) and a portion of another tract (approximately 10 acres due Port of Camas-Washougal from Army COE) lie within city limits, project into Scenic Area.

These two cases raise a different question from those listed under A and B, above. Neither Troutdale nor Washougal falls within the Scenic Area. Hence, neither has an

urban area boundary to revise. The Commission cannot revise an urban boundary to resolve these situations.

Options:

1. Apply section 4f to each of the areas.

   Discussion: Option not applicable. Section 4f can be used only to revise an urban area boundary. Neither area on list can be added to an urban area. The Commission has no authority to create a new urban area.

2,3. Apply the "generally depicted" language.

   Discussion: The Commission would be applying the language in these two cases to the Scenic Area boundary itself. To do so in the Troutdale case would seem at odds with implied Congressional intent for a relatively large area. It is highly unlikely this area was included by mistake. To do so in the Washougal area would bring upon the Commission the third consequence described in part A2, above.

4. Ask Congress to revise the boundaries of the Scenic Area to exclude these two areas from the Scenic Area.

   Discussion: This solution has several problems associated with it. First, although inclusion by Congress of a small portion of Washougal city limits may have been a mistake, inclusion of a portion of Troutdale city limits on the east bank of the Sandy River was probably not a mistake. Second, asking Congress to change these boundaries involves the same dangers mentioned above in part A4.

5. Ask Congress for authority to correct mistakes.

   Discussion: This solution has the perils discussed above in part A5. In addition, this solution would involve the Commission in disputes over the Scenic Area boundary itself. Congress spared the Commission from having to set the boundaries of the National Scenic Area in the first place.

6. Leave the boundaries unchanged; treat these areas as "urban influence" areas and allow urban uses.

   Discussion: This answer, too, has a problem. The portion of Troutdale lies along the Sandy River and the Historic Columbia River Highway. The latter is a key viewing area. It is difficult to see how the Commission could allow urban density

development in this 75-acre area without adversely affecting the scenic resources of the area and the Historic Highway, a cultural resource. Because the parcel is so small, residential development at urban density of the less-than-five-acre parcel of Washougal within the Scenic Area boundary would not likely have an "adverse effect" as defined in the Act. However, the 10-acre parcel borders the Steigerwald property that will comprise part of the new US Fish & Wildlife Service wildlife refuge. Some urban uses on the parcel may well conflict with the refuge.

Recommendation: Do nothing with Troutdale situation; apparently Congress wanted the east bank of the Sandy River to be inside the Scenic Area boundary. Removal would likely have adverse effects. Ask Congress to exclude the small Washougal piece on the west bank of Gibbons Creek from the Scenic Area. Do nothing with the 10-acre Washougal piece pending establishment of a management plan for the new wildlife refuge.

D. UNINCORPORATED AREAS WHOSE URBAN AREA BOUNDARIES EXCLUDE PORTIONS OF SERVICE DISTRICT OR PLAN DESIGNATION

1. Lyle: The urban area boundary excludes many properties, adding to more than 25 acres, that lie within the Residential plan designation of Klickitat County.

2. Home Valley: The urban area boundary excludes many properties, adding to more than 100 acres, that lie within the Home Valley Water District.

Options:

1. Apply section 4f to the areas on the list.

   Discussion: This solution is consistent with the Act. As within the situations in section A above, however, the Commission can make revisions only if the situations satisfy the criteria in section 4f. It is unlikely either Lyle or Home Valley can meet these criteria in the immediate future. The Commission heard and rejected the Lyle proposal in 1988. It should also be noted that section 4f authorized only "minor" revisions of urban area boundaries. Addition of the entire described areas to Lyle or Home Valley can probably not be described as "minor" revisions.

2. Interpret the "generally depict" language to mean all lands within a service district or county urban plan designation are within the boundaries of the urban area notwithstanding the maps.

Discussion: This solution has the same kind of problems discussed above under A2, exacerbated by the size of the areas. It would sweep into the Lyle urban area and out of Commission jurisdiction a large portion of steep hills east of Lyle. Urban development on these hills would have an adverse effect on views from key viewing areas. This solution would sweep large forested parcels into the Home Valley urban area.

3. Apply the "generally depicted" language selectively to those situations on the list which would have no adverse effect.

   Discussion: There would be an adverse effect in either areas.

4. Determine which of the revisions should be made and ask Congress to make the changes.

   Discussion: This solution has the same advantage and disadvantages discussed above under A4.

5. Ask Congress for authority to correct mistakes in these two boundaries.

   Discussion: This solution has the same advantages and disadvantages here as those discussed above under A5.

6. Leave the boundaries unchanged; treat the excluded areas as "urban influence" areas.

   Discussion: This is the quickest solution. However, it would almost certainly expose the Commission to the charge that it is circumventing section 4f.

Recommendation: Do nothing. Additions can be made to the Lyle and Home Valley urban areas as the need arises through the section 4f process provided by Congress.

E. URBAN BOUNDARIES WHICH SPLIT LOTS

1. Lyle
2. Carson
3. Wishram
4. Home Valley

5. The Dalles

6. Stevenson

There are many split lots situations among the 13 urban areas. Not all splits involve small lots. In some instances, most of the lot lies within the urban area; in others most of the lot lies outside the urban area. The fact that a lot is split does not necessarily mean a problem exits. Divisions along the urban area boundary can resolve issues. Some landowners find uses allowed outside the boundary to be satisfactory. On several occasions the Commission has allowed urban uses on the portion of split lots that lies within the urban area (Frenter, Johnson).

Options:

1. Apply section 4f to each of the lots.

   Discussion: Making the 4f findings is the only problem with this solution to split lot situations: few situations can satisfy the 4f "need" test.

2. Interpret the "generally depict" language to bring all split lots fully into urban boundaries.

   Discussion: This solution may well be appropriate for small portions of lots mostly within urban areas where there is no apparent reason for exclusion of the portion and where inclusion would have no adverse effects. However, there are other situations in which most of a large lot lies outside the urban boundary, or a topographic or other feature indicates a deliberate Congressional exclusion. In these cases, this solution would not be appropriate.

3. Interpret the "generally depict" language to bring portions of selected split lots into the urban area.

   Discussion: See above discussion.

4. Ask Congress to make the changes.

   Discussion: Same advantages and disadvantages discussed under A4. It would take much work to catalog all of the split lot situations and distinguish between those which would have an adverse effect and those which would not.

5. Ask Congress for authority to correct mistakes in urban area boundaries.

Discussion: Same advantages and disadvantages discussed under A5.

6. Leave the boundaries unchanged; treat selected cases from the list as "urban influence" areas.

Discussion: Same advantages and disadvantages discussed under A6.

Recommendation: Identify those split lot situations which (1) involve small acreages, (2) lie mostly within urban area boundaries, (3) do not involve an apparent deliberate Congressional intent to exclude, and (4) would not involve an adverse effect. Interpret the "generally depict" language to bring them into the urban boundaries. This solution would be preceded by adoption of a plan policy by the Commission for implementation after plan adoption. It probably requires at least the right to request an adjudicative hearing before the Commission. Hence, if the Commission moves in this direction, it should not commence the process until after plan adoption.

As an alternative, the Commission can chose to do nothing with any of the split lot situations, dealing with all of them through the 4f process, or case-by-case as with Frenter and Johnson.

F. PROPOSED REVISIONS TO URBAN AREA BOUNDARIES

1. Carson: Skamania proposed a revision to add approximately 24 acres to the west side of Carson. The Commission rejected the proposal.

2. Lyle: Klickitat County proposed a revision to include 25-30 acres. The Commission rejected the revision.

3. Lyle: Robert Reed proposed a revision to include approximately one-half acre. The Commission decided not to consider the revision.

4. The Dalles: Dwane Obrist proposed a revision to include 20 acres. The Commission decided not to consider the revision.

5. The Dalles: Wasco County proposed a revision to include 30 acres. Upon request, the county withdrew the proposal.

6. Home Valley: Skamania County proposed a revision to include an area including several rock pits on the west slope of Wind Mountain. The Commission decided not to consider the revision.

Recommendation: The Commission should entertain these requests after plan adoption, using the section 4f process, as Congress intended.

G. OTHER REVISIONS

Other revisions have been suggested but not formally proposed. The following list may not be complete.

1. Carson-Home Valley: Wind River Resorts suggested that the two urban areas be joined at the mouth of the Wind River.

2. Dallesport: Several people have suggested that the boundary be revised to reduce the size of the urban area.

3. Hood River: Several people have suggested that the "committed" area west of the urban boundary be added to the urban area.

4. White Salmon: Howard Sooter has suggested that Underwood Heights be added to the White Salmon urban area.

5. White Salmon: Several people have suggested that the boundary be revised to exclude the easternmost portion of the urban area.

6. Washougal: Clark County and Washougal have requested that the portion of the Washougal urban service area that projects into the Scenic Area be made an urban area.

Recommendation: The Commission should entertain requests 1 through 5 after adoption of the management plan, using the 4f process. The Commission has no authority to create a new urban area, as suggested by Clark County and the City of Washougal. The request to allow residential development through the area can be addressed during the planning process.

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Boundary Revision Process

Director Benner reviewed the subject. He said that Congress established a process in the legislation for urban area boundary revisions. Benner said that a memorandum dated August 8 groups various types of boundary revision requests. He reminded the Commission that Congress set the boundaries. Benner said that he believes Congress did this to take away the burden from the Commission. He added an administrator's caution of undoing what Congress has done. Benner said that if the Commission opens the door on boundary revisions it may not be able to complete the management plan in a timely fashion.

Public Comment

Sharon Hope, Washington Dept. of Community Development

Sharon Hope submitted written comment. She said that she feels the Commission can work around the issue. Hope suggested the Commission should take a look at the goals it is trying to accomplish and work with the local governments for a win-win solution.

Glenn Taylor, Hood River

Glenn Taylor said the city of Hood River is experiencing problems with its urban growth boundary. He said the city had no anticipation of the Scenic Area Act or the windsurfing phenomenon. Taylor said the city has more demand and a diminished land base and is faced with the issue of affordability. He said the city will be asking for guidance in how to review the boundary to the east and to the west. Taylor said that if the city was to move to the south it would mean moving into prime agricultural lands.

Gary Gorman, Hood River

Gary Gorman said that Hood River is fast becoming a resort type community. He said there is a shortage of land for sale which drives up the prices. He said a goal of the Hood River city council is to provide low-income housing. Gorman said that the area west of Hood River is a natural area for growth. He said this area is definitely committed to urban development.

Dick Benner asked Gorman about the rural area on the westside of Hood River. Benner said the county has zoned it for one-acre, two and a half-acre and five-acre lots which, if developed, would make the area unavailable for urban development.

Gorman said he understood the problem.

Mike Conway, City of Washougal

Mike Conway said that in March, 1990, the city made a proposal and was looking for direction from the Commission regarding development in the Washougal/Clark County area of the Scenic Area. Conway said that the Washougal area is looking for additional area that has been planned for in the past. He said that if the intent of the Act was followed Washougal should have been an urban area. Conway said that short of having an urban area the Commission needs to decide what residential areas are needed in that part of the Gorge. Conway

Benner said approval would not set a precedent because it would not convert a residence to a guest house and because the cabin was not built as a residence and will not be used for a residence. Benner said the conditions will not allow for expansion of the cabin unless Wegner converts it to a residence instead of building a new residence. He said that the conditions require a covenant to be filed with the Klickitat County Auditor requiring that the cabin will be used only as a guest house and will not be used as a residence or a rental unit.

Edward Wegner said that he agrees with the final order as far as the permanent residence. He said that he will be going to superior court regarding the denial of the land division.

Gary Kahn said he has reviewed the proposed order and has no objection.

Stuart Chapin asked if the order only addresses the application for building a single-family dwelling.

Benner said the draft order resolves both appeals, denying the land division and approving the dwelling.

Joyce Reinig moved that the Commission approve the proposed order with a correction to page 2, 7(c), paragraph 2, changing "Immediately east of..." to "Immediately south of..." Stuart Chapin seconded the motion, and it was passed unanimously. Four members of the Commission abstained from the vote because they did not sit on the original hearing or had too little information to vote.

Gayle Rothrock, presiding officer, noted that this is a unique situation with a unique history relative to the cabin.

Boundary Revision Process continued
Director Benner reviewed the discussion of August 27, 1990.

Don Clark said that he feels the issue should be put over until after adoption of the management plan.

Joyce Reinig said that she is concerned that there are some minor changes that could be included in the plan. She said that she understands the concern about opening the process up. Reinig said the Commission should discuss some of the issues brought out in Benner's memorandum.

Bob Thompson said that the Commission has told the public that the issue would be tabled until after the management plan and that the Commission should continue to table it. He said that if the issue is going to be opened up it should be done so completely.

Pat Bleakney asked if the Commission has told some people that it would hear boundary revision request before plan adoption.

Director Benner reviewed Commission's previous actions regarding the 4f process. He said that in January, 1989, the Commission said it would postpone the 4f process until plan adoption. Benner said that the Commission asked staff to look at boundary questions and address them.

Nancy Sourek asked what the process for approaching Congress for changes would be.

Director Benner said he has spoken to the field representatives about the issue. He said that they told him that they were aware that the Commission would become aware of boundary problems and that after the plan was adopted it could approach the Congressional delegation about proposed changes.

Sourek said the Commission then does not need to start the process today, that it could happen after the plan.

Benner said yes. He said staff and the Commission learn of new situations all the time. He said after the plan is adopted staff could give the issue closer attention and analyze each situation.

Sourek said she is sympathetic to Reinig's comments. She said that it is apparent that there is a lot of missing information and that to make decisions without that information might not be right. Sourek said that the counties need to make proposals to the Commission and give their rationale.

Dave Cannard asked if the issue is tabled would it slow down the planning process.

Benner said it would not interfere with the planning process.

Sourek asked if everything will have to go through the 4f process.

Benner said that there are boundary revisions that only Congress can amend in the short term because there is no need for additional land.

Kris Olson Rogers said that the 4f process involves a hearing with a notice. She said the Commission should hear revisions together so it can see the effect of what will happen.

Stafford Hansell said it would be nice for the Commission to visit the sites to get better knowledge of what is going on.

Benner said that the counties could begin submitting formal applications and staff would begin to create a docket and work on the applications. He noted that the Commission will not be able to hear all the applications in one meeting. Benner said that if the revisions cannot be approved through the 4f process than the Commission can decide whether or not to forward the requests to Congress.

Gayle Rothrock asked if by using the 4f process first does that show that the Commission is using all administrative remedies available.

Benner said yes.

Don Clark moved that the issue of urban area boundary revisions be tabled until the first meeting in April. Kris Olson Rogers seconded the motion with an amendment that all boundary revisions will go through the 4f process. Don Clark accepted the amendment. The motion passed unanimously.

Special Management Areas Policies

Director Benner said that the Commission asked staff to review the Forest Service's draft policies for Special Management Areas and analyze differences between the General Management Areas and Special Management Areas. He said that the analysis is limited in scope and looked at differences in direction. Benner noted that adjustments will be made to both the General Management Area and Special Management Areas policies as planning continues.

Benner said that the overall difference is that Special Management Area guidelines are more general. He said that the Commission staff expects to present guidelines with more details. Benner said that in discussions with Katherine Jesch, she has said that the Forest Service may be moving towards more specifics.

Art DuFault said that it is permissive for the counties to design their ordinances and meet the objectives given. He said there are checks and balances available in the plan.

Kris Olson Rogers said that it initially appears that the General Management Area policies are more protective even though it is the Special Management Areas that are supposed to be the more special areas.

Director Benner went through the four sections covered in his memorandum of August 12, 1990; scenic resources, cultural resources, recreation, and natural resources. Benner discussed the differences and areas where the Forest Service may make changes.

Stuart Chapin said that the Special Management and General Management Areas should use the same terms under landscape settings.

Kris Olson Rogers asked the Forest Service what is the rationale for designating something a key viewing area.

Katherine Jesch said that key viewing areas are areas used by large numbers of people and cover significant lands. She said the Forest Service plans do analysis of the key viewing areas when the list is finalized. Jesch said that some of the key viewing areas proposed by Commission staff may be covered by existing key viewing areas.

1992 Urban Area Boundary Revisions Handbook

In 1992, the Commission adopted a handbook as guidance to the counties for how to comply with the 4(f) criteria. The handbook is not a binding regulation. The Commission has not changed the handbook since initially adopting it. Some of the guidance is based on former requirements for complying with Oregon Statewide Planning Goal 14. Those Oregon requirements have been amended and interpreted by Oregon appellate courts many times since the Commission adopted the handbook.

This background notebook includes notes from an early meeting of Commission and local planners in the Gorge apparently recommending a handbook approach rather than a rule; the draft handbook;` all comments on the draft handbook; minutes of the Gorge Commission meeting at which the Commission adopted the handbook; and a copy of the final handbook.

COLUMBIA RIVER GORGE COMMISSION

Meeting on Revision of Urban Area Boundaries
July 12, 1991
Meeting Notes

Attendance: Susan Lourne, City of Stevenson, Dan Durow, Scott Keilor, City of The Dalles, Cindy Wallbridge, City of Hood River, Brian Litt, Tracy Allen, Dick Benner, Gorge Commission, Mark Mazeski, Wasco County.

The group decided that it would be beneficial to the cities and counties if the Gorge Commission published a handbook on the Urban Area boundaries revision process in section 4f of the Scenic Area Act.

The group agreed that the handbook would not be a set of Commission rules. Rather, it would offer guidance as to how the Commission would likely interpret the criteria. The group felt that Commission adoption of rules might be appropriate later, after the Commission had more experience with the criteria from actual cases. Hence, the handbook should not try to be too specific in its interpretations of terms in the section 4f criteria.

The group discussed the terms in the boundary revision section of the Scenic Area Act to identify the terms which need explanation. All agreed that the term "minor" needed explanation. The section says the Commission may approve only minor revisions to Urban Area boundaries. Several planners suggested that an acreage figure or a percentage of the acres already in the Urban Area might be set to distinguish a "minor" proposed revision from a "major" proposal. Others warned against a specific standard. After discussion, the consensus was that the handbook should describe the term in a general, conceptual way, rather than in terms of acres or percentages.

The group discussed each of the four criteria in section 4f. There was consensus that criterion A contained two rather than one test; satisfaction of either test would meet the criterion. One test is whether there is a "demonstrated need" for long-term population growth. The second test is whether there is an economic need for the boundary revision consistent with the managment plan. Both "demonstrated need" and "economic needs" need explanation in the handbook. Also, the term "long-term" should be explained, all agreed. In the Oregon urban growth planning system, long-term means 20 years. Several wondered whether there was any basis for a definition in the new Washington Growth Management Law.

There was some discussion of the term "significant" in criterion D. What would constitute a "significant" loss of agricultural or forest land, several asked. It was once again agreed that it would be a mistake to attempt to define it in terms of a number of acres because significance is also related to the quality of the land, the investment in crops, trees or irrigation and other factors.

One planner wondered how any farm or forest land could be brought into an Urban Area if those lands are protected by section 6d of the Act, and one criterion in 4f requires that a boundary revision be consistent with the standards in section 6d. Commission planners pointed out that Congress must have anticipated at least some minor loss of farm and forest land in the process of Urban Area revisions or criterion D would not set as a test that a revision not lead to a "significant" loss of farm or forest land. Another suggested that the test of loss should be "adverse effect" as defined in the statute, which also contemplates some small loss.

Several planners suggested special treatment for boundary revisions at the waterfront. Commission planners pointed to special treatment of these situations already in the Final Draft Plan. They suggested that further explanation of the special role of urban waterfronts could be written into the part of the handbook on "economic needs."

The group agreed that the Commission staff whould prepare a draft of the Urban Area boundary revision process handbook and circulate it to all city and county planners. Then the Commission should call another meeting to discuss the draft.

After a brief discussion of a possible analysis of vacant lands in existing urban areas, it was decided that the handbook should take precedence. It was also agreed that there would probably be little time to give to such an analysis prior to adoption of the management plan by the Commission.

The group also discussed the process for review of a boundary revision application by the Commission. One planner expressed concern that applications could come before the Commission only upon application by a county. He feared that a county could block a needed revision simply by refusing to forward a city's request to the Commission. It was agreed that the problem was speculative, but if it arose, it would present a problem in light of the statutory requirement.

DRAFT

URBAN AREAS BOUNDARY REVISIONS HANDBOOK

Columbia River Gorge Commission

December 13, 1991

I. INTRODUCTION

The Columbia River Gorge National Scenic Area Act authorizes the Columbia River Gorge Commission to make minor revisions to Urban Area boundaries after adoption of Management Plan. Such revisions must comply with the procedural requirements in Section 4(f) of the Act. The substantive provisions contain several key terms that may be interpreted in different ways. The primary purpose of this handbook is to assist local jurisdictions through the boundary revision process. The handbook recommends interpretations of these key terms and types of information to be submitted to comply with these substantive provisions.

Establishing consensus on the meaning of the substantive provisions in the Section 4(f)(2) will assist local jurisdictions in compiling the necessary application materials to successfully complete the boundary revision process. Such consensus assists the Commission in its deliberations on proposed minor boundary revisions.

This handbook serves as a guide, offering recommended interpretation and analysis tools. It is not intended to be used as mandatory rules or requirements, nor is it exhaustive. The Commission may use other factors thought applicable to the substantive provisions. Similarly, applicants may wish to pursue additional issues or analysis techniques they feel are applicable to the substantive provisions.

The handbook is divided into four sections. Section II summarizes provisions of the Act that address Urban Areas. The third section includes recommended interpretations of the substantive provisions of Section 4(f). The last section of the handbook offers recommendations regarding information and analyses useful in demonstrating consistency with the criteria in Section 4(f)(2) of the Act.

II. OVERVIEW OF SCENIC AREA ACT PROVISIONS FOR URBAN AREAS

Congress designated thirteen cities and towns as Urban Areas: Cascade Locks, Hood River, Mosier, and The Dalles, Oregon; and Bingen, Carson, Dallesport, Home Valley, Lyle, North Bonneville, Stevenson, White Salmon, and Wishram, Washington [Scenic Areas Act, Section 4(e)]. The Urban Areas encompass about 28,500 acres. Their boundaries are shown on maps incorporated into the Scenic Area Act, titled "Urban Areas, Columbia River Gorge National Scenic Area," numbered UA-004 sheets 1 through 11, and dated September 1986 [Scenic Area Act, Section 4(e)(2)].

The Urban Areas are exempt from regulation under the Scenic Area Act and the Management Plan [Scenic Area Act, Sections 6(c)(5) and 8(e)(2)]. They will be the focus of future growth and economic development [Scenic Area Act, Section 3(2)].

Industrial development is allowed only in the Urban Areas [Scenic Area Act, Section 6(d)(6)]. Commercial development is encouraged to occur in the Urban Areas [Scenic Area Act, Sections 6(b)(5) and 6(d)(7)]. Single-family dwellings and high-density and multifamily residential development may occur in Urban Areas without being constrained by scenic, natural, cultural, or recreation resources [Scenic Area Act, Section 6(d)(8)].

The boundaries of an Urban Area cannot be freely revised. The Commission's land use designations must "incorporate without change" the Urban Areas designated by Congress [Scenic Area Act, Sections 6(b)(7) and 6(c)(2)]. The Commission may make "minor revisions" to the boundaries of an Urban Area after the Management Plan is adopted [Scenic Area Act, Section 4(f)]. Boundary revisions must be consistent with the procedural requirements and criteria in Section 4(f) of the Act.

Three important procedural requirements are listed in Section 4(f)(1) of the Act: (1) requests to revise an Urban Area boundary must be submitted to the Commission by a county government; (2) the Commission must consult the Secretary of Agriculture before revising an Urban Area boundary; and (3) two-thirds of the Commission members, including a majority of the members appointed from each state, must approve any revision of an Urban Area boundary. That means votes from four members residing in Oregon and four members residing in Washington.

Section 4(f)(2) of the Scenic Area Act allows the Commission to revise Urban Area boundaries only if the following criteria are satisfied:

A. A demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the Management Plan;

B. Revision of Urban Area boundaries would be consistent with the standards established in Section 6 and the purposes of this Act;

C. Revision of Urban Area boundaries would result in maximum efficiency of land uses within and on the fringe of existing Urban Areas; and

D. Revision of Urban Area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces.

III. RECOMMENDED INTERPRETATIONS OF SECTION 4(f) SUBSTANTIVE PROVISIONS

Introduction and Methodology

The Act's procedural requirements and criteria for minor boundary revisions include several substantive provisions. Practical application of these provisions requires a

degree of interpretation. In particular, the four criteria in Section 4(f)(2) include terms may be interpreted in different ways by reasonable people. The nature of such interpretations will influence the type of analysis required to demonstrate compliance with the criteria. Clarification of the meaning of "minor revisions" is also crucial.

Research into existing and recently-established planning programs helped derive an interpretation of key terms. This included a look at recommendations and requirements for local municipalities in establishing urban growth areas. Planning programs from several states were analyzed to determine whether such efforts were applicable to this situation and what lessons could be learned from the experience of others (e.g. Washington, Oregon, California, Florida and Minnesota).

Valuable perspective and input from officials representing Gorge counties, cities and port districts was also utilized in developing this handbook. Advice and recommendations has been gathered through meetings, telephone conversations and written communications over the last few months. Regional personality makes the experience of planning programs and state and local leaders in the Pacific Northwest very useful.[1]

Minor Boundary Revisions

"Minor revisions" should be defined as those boundary changes which do not have a significant effect beyond the immediate area which is the subject of the boundary change. Examples of boundary changes that could have a significant effect on the character of an area beyond the proposed boundary change area include:

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[1]Good sources of information from Washington included the following: "A Growth Strategy for Washington State" (Final Report), Washington State Growth Strategies Commission, September 1990; "The Art and Science of Designating Urban Growth Areas, Phase II - Some Suggestions for Criteria and Densities" (Draft), Washington State Department of Community Development, November 1991; and "Issues in Designating Urban Growth Areas, Part I - Providing Adequate Urban Area Land Supply" (Draft), Washington State Department of Community Development, November 1991. The above referenced draft background reports include suggestions only and do not constitute adopted policies, rules or recommendations by the Washington State Department of Community Development. Many ideas and suggestions from these reports proved helpful in preparing this handbook, yet they do not reflect adopted policy directions relative to the Washington Growth Management Act.

Primary sources of information on Oregon's statewide planning program as it relates to Urban Areas were: "Oregon's Statewide Planning Goals", Oregon Land Conservation and Development Commission, 1990; "Oregon's Statutes on Land Use and Planning", Oregon Department of Land Conservation and Development, 1990; "Oregon Administrative Rules" (Oregon Legislature), May 1991.

- o changes where the anticipated urban uses could generate substantial increases in traffic levels in the general region;
- o changes where the anticipated urban uses are substantially out of scale and character with the existing community, such as a major regional shopping mall in a very small town;
- o changes where the area of expansion is large enough (relative to the existing Urban Area) to alter the character of the whole community.

Criterion A: "A demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the Management Plan"

Criterion 4(f)(2)(a) should be treated as a two-part criterion. Compliance with the criterion may be achieved by meeting one of the two parts. In either case, a need for the additional land proposed for inclusion in the Urban Area must be demonstrated. This need may be based on the long-range urban population growth requirements or an economic need of the jurisdiction.

The term "long-range" should refer to a 20 year planning period, commencing the year of the application. The term "planning period", as used in the handbook, means 20 years. Additional land needed to accommodate long-range population growth requirements should primarily consist of lands needed for residential growth, public facilities and infrastructure, such as roads and parks necessary to support the population growth anticipated during the planning period. In some cases, arguments for adding commercial lands to serve the needs of additional population may be included in this analysis. While additional industrial lands may be needed to provide employment in the community over the next 20 years, it is recommended that this be addressed as an "economic need".

To demonstrate an economic need exists, several factors may be evaluated, including: (1) employment needs of the existing or projected population;(2) specific geographic or locational requirements of economic activities of vital importance to the economy of the community; (3) regional market significance of subject Urban Area and requirements of economic uses relative to such factors; (4) infrastructure necessary to the economic vitality of the community; and (5) adverse administrative fiscal impacts relative to Urban Area boundary location.

Proposed minor boundary revisions which are consistent with the other three criteria in Section 4(f)(2) should be considered consistent with the Management Plans pursuant to the last clause in criterion A.

Criterion B: "Revision of Urban Area boundaries would be consistent with the standards established in Section 6 and the purposes of this Act"

Revisions of the Urban Area boundaries must be "consistent with the standards established in Section 6 and the purposes of this Act" [Scenic Area Act, Section

4(f)(2)(B)]. Urban Area boundary revisions may be allowed if they protect and enhance scenic, cultural, recreation, and natural resources [Scenic Area Act, Section 3(1)].

The second purpose of the Scenic Area Act encourages growth to occur in existing Urban Areas and allows future economic development in a manner that is consistent with the first purpose of the Scenic Area Act [Scenic Area Act, Section 3(2)].

Section 6 of the Scenic Area Act also requires Urban Area revisions to protect and enhance agricultural and forest lands and open space. Agricultural and forest lands and open space means lands in the Management Plan designated Large and Small-Scale Agriculture, Commercial Forest Land, Large and Small Woodland, and Open Space [Scenic Area Act, Sections 2(b), 2(f), and 2(l), respectively].

Section 6 also establishes a standard of protection: new uses, including commercial and residential development and mining activities, cannot adversely affect scenic, cultural, recreation, or natural resources in the Scenic Area. The Commission may approve an Urban Area boundary revision that would not adversely affect these resources.

Adversely affect means "a reasonable likelihood of more than moderate adverse consequences for the scenic, cultural, recreation, and natural resources . . ." [Scenic Area Act, Section 2(a)]. When the Commission considers whether boundary revision would adversely affect scenic, cultural, recreation, or natural resources it must look at potential "cumulative impacts." The Commission must consider:

> The relationship between a proposed action [Urban Area boundary revision] and other similar actions [revisions] which are individually insignificant but which may have cumulatively significant impacts . . . [Scenic Area Act, Section 2(a)(3)]

Criterion C: "Revision of Urban Area boundaries would result in maximum efficiency of land uses within and on the fringe of existing Urban Areas"

This criterion is intended to promote compact, efficient and orderly urban growth. In doing so, it also discourages scattered "leapfrog" development, sprawl and the negative economic, environmental, visual and social consequences associated with such development patterns. Several key factors may be used to gauge the relative efficiency of an Urban Area land use pattern. The following factors should be emphasized in addressing this criterion, particularly regarding the extent to which adding the proposed lands into the Urban Area would achieve or contribute to such results:

- Prevailing development densities are in a range capable of being served in a cost-effective and efficient manner by urban services and facilities;

- Prevailing development densities take advantage of opportunities for levels of development not available outside the Urban Area ("optimal use" of available land and development options);

- The subject jurisdiction has development standards and other provisions in place to ensure efficient site development and lot configuration patterns;

- Areas targeted for urban development are contiguous to or surrounded by areas with existing urban development and services;

- Buildable lands within existing city limits are targeted for urban development prior to buildable lands outside city limits;

- Areas already served or readily capable of being served by urban facilities and services are developed prior to lands not currently served or likely to be served in the near future by urban facilities and services; and

It is also recommended that potential effects of the boundary change on the efficiency of land uses in areas outside but adjacent to the Urban Area boundary be addressed ("..on the fringe of existing Urban Areas").

Criterion D: "Revision of Urban Area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces"

This criterion should be considered satisfied if the proposed boundary revisions do not include lands designated "Large-Scale Agriculture", "Small-Scale Agriculture", "Commercial Forest Land", "Large Woodland" and "Small Woodland", or "Open Space". Analysis should be limited to those topics relevant to the Scenic Area designations in the subject boundary change area. Any analysis of potential adverse effects to adjacent or nearby agricultural or forest lands or areas with open space resources from the proposed revision should be addressed under criterion "B". Analysis under criterion "D" should be limited to those lands proposed for inclusion in the Urban Area.

As with "minor revisions", it is recommended that quantitative formulas determining what constitutes a "significant" reduction of agricultural lands, forest lands, or open spaces be avoided, since significance may be a function of values which are not related to the size of an area. A case-by-case evaluation is recommended.

The following questions highlight important factors to consider in determining whether a proposed boundary change would result in a significant reduction of agricultural lands, forest lands or open spaces. At minimum, any conclusion that a proposed boundary revision would not result in a significant reduction of agricultural lands, forest lands or open spaces (where the subject area includes lands so designated) should be tested by these questions:

Agricultural or Forest Lands:

- Are the subject lands suitable for intensive, commercial agricultural production or forest management? Evaluation of suitability should include soil capability, size of contiguous land holding, adjacent land use, land improvements such as irrigation systems, etc.

- Is the area currently under - or has the area in the recent past been under - intensive, commercial farming or forest uses?

- Would a conversion of the land to urban uses substantially impair the economic viability of an existing commercial farm or forest management unit?

Open Spaces:

Do the subject lands contain sensitive and/or significant natural, cultural, scenic or recreational resources in an Open Space designation that would be adversely affected by inclusion in the Urban Area (assume conversion to urban uses unless specific local plan provisions or other commitments, such as deed restrictions, ensure protection of these open space values)? For clarification of what constitutes sensitive and/or significant resources, refer to the discussion regarding interpretation of criterion B. In evaluating whether lands containing sensitive and/or significant resources would be adversely affected by inclusion in an Urban Area, also consider whether application of any existing local, state or federal laws and regulations would adequately protect those resources.

IV. RECOMMENDED INFORMATION TO DEMONSTRATE CONSISTENCY WITH SECTION 4(f)(2) CRITERIA

Criterion A: "A demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the Management Plan"

Demonstrating a Need to Accommodate Long-Range Urban Population Growth Requirements

This provision should focus on the need to provide an adequate residential land supply and public facilities and services necessary to support the additional population. Such facilities and services may include roads, other transit corridors, utility rights-of-way, parks and open space, schools, and sewage treatment and solid waste facilities. To accommodate the commercial service needs of the community (based on the anticipated population in the planning period), additional commercial land may need to be added to the Urban Area if insufficient suitable land exists to meet the need inside this Urban Area. Some recommendations regarding the types of analysis that should be prepared to demonstrate this need are included after the discussion regarding residential land needs. It is recommended that the need for additional industrial land be addressed under "economic needs".

The analysis required to demonstrate that additional land is needed to accommodate long-range residential (and related public facilities) needs can be divided into three steps. The first step involves estimating the anticipated need for housing and necessary support facilities over the planning period. The next step requires an estimate of buildable lands within the Urban Area. Lastly, a comparison of the need with the

supply inside the Urban Area will define the extent to which the need can be met within the existing Urban Area.

Several important concepts involved in this analysis should be addressed. Some of the terms describing these concepts have different applications in various contexts. The following definitions provide for a consistent application of these concepts within the Scenic Area.

Buildable lands: Those developable and redevelopable lands that are both suitable and available for residential development within the planning period.

Available lands: Lands that are suitable for development and that are reasonably likely to be available for development within the planning period.

Suitable lands: Those developable and redevelopable lands that are both capable of and appropriate for development, given physical and environmental constraints as well as local policies or other factors affecting land use.

Developable lands: Those vacant lands that are capable of accommodating development, considering physical and environmental constraints, safety hazards, potential capacity to receive urban facilities and services or other factors affecting development capability.

Redevelopable lands: Those partially developed and underdeveloped lands (containing some existing development) that are capable of accommodating additional development, considering physical and environmental constraints, safety hazards, potential capacity to receive urban facilities and services, or other factors affecting development capability.

Partially developed lands: Those lands containing development consistent with the type and intensity of development for which it is planned, but where additional development of the same type and intensity could be accommodated under the plan (e.g., a single-family dwelling on a 10 acre parcel in an area designated for single-family dwellings at a 1 acre density).

Underdeveloped lands: Those lands containing development of a different type or intensity than that for which it is planned, and where additional development consistent with planned uses could be accommodated (e.g., a single-family dwelling on a 10 acre parcel in an area designated for multi-family housing at a density of 10 units per acre).

These steps summarize the recommended analysis to demonstrate the need for additional residential land and land devoted to public facilities and services necessary to support these uses:

Step 1: Estimating anticipated need for additional residential lands and support facilities over the planning period

A. Estimate the projected population of the Urban Area in 20 years. Several relatively simple methods to forecast population growth of small communities can be utilized. Sources of information and/or technical assistance may include: the U.S. Census; state departments of housing, community development, and employment; research bureaus or social science divisions of local colleges and universities; and private consulting firms.

B. Estimate projected household size in 20 years. Typically, this type of information is derived from census data. Surveys of average household size within the subject Urban Area may be utilized, particularly if the survey information is recent and well-documented.

C. Estimate a housing unit vacancy rate in 20 years. Jurisdictions who have done this before often extrapolate existing vacancy rates into the future.

D. Divide the number derived in A by the number derived in B. Multiply this figure by the vacancy rate plus one (if the vacancy rate is 5%, multiply by 1.05, for example). The resulting number is the estimate of additional households needed in the planning period to accommodate the projected population, adjusted to account for the vacancy rate.

E. Convert this figure into acreage needed to accommodate this quantity of housing. To do this, assumptions about the mix of housing types and densities anticipated for each housing category in the planning period need to be made. Many jurisdictions have simply extrapolated from the current housing type mix and planned densities (allowed at buildout under the local plan) to derive this figure. As an example, the housing and density mix for Anytown, USA is as follows: 50% is single-family, 4 d.u./acre; 25% is single-family, 2 d.u./acre; and 25% is multi-family, 10 d.u./acre. Assuming this mix and density over the planning period, the amount of land needed to accommodate the anticipated 100 new dwelling units would be:

100 x .50 divided by 4 = 12.5 acres
100 x .25 divided by 2 = 12.5 acres
100 x .25 divided by 10 = 2.5 acres
Total land area needed: = 27.5 acres

F. Adjust this figure to account for public facilities necessary to support the additional population. This figure is derived either through empirical data in the community, or by referencing trends from studies. Small cities and towns typically require 15 to 25% of additional land area beyond that required for housing alone. This land would accommodate transportation systems, utility corridors, parks, schools, and sewage plants. The resulting figure is the adjusted

amount of land needed to accommodate anticipated population growth during the planning period.

Step 2: Estimate the supply of buildable lands within the Urban Area.

A. Calculate the existing supply of vacant, partially developed and underdeveloped lands within the Urban Area. Some judgement needs to be made (should be articulated as assumptions) as to when a partially developed parcel is very unlikely to be redeveloped in the planning period. This situation is particularly relevant to parcels where the difference between the existing level of development and the full buildout potential is small. An example of this is a one acre parcel with a dwelling where the plan designation allows a one-half acre density. Experience tells us that parcels like this, where unutilized development options may not reflect substantial economic opportunities and where much of the lot may already be devoted to residential and accessory uses, are very unlikely to be redeveloped.

B. Calculate the supply of vacant lands that are developable and the supply of partially developed and underdeveloped lands which are redevelopable. To do this, subtract lands that, due to physical or environmental constraints or safety hazards, are not capable of supporting development. Following this, subtract any lands that are not likely to, or capable of, being served by urban facilities and services during the planning period. This may include lands that, although lacking physical constraints, may be very inaccessible or situated in such a manner that provision of urban facilities and services would be prohibitively expensive. Lastly, subtract lands already committed to some other use that will thus be unavailable for future development (such as lands with approved permits for a use not yet constructed or under construction). The end result is the supply of developable and redevelopable lands.

C. Estimate the supply of suitable, developable and redevelopable lands. The difference between the figure derived in B and those lands that are suitable involves applying local policies or other factors which limit development on lands otherwise capable of supporting additional development. Examples include development restrictions in an established historic district, or locational factors rendering an area unsuitable (such as land capable of residential growth surrounded by and adjacent to a landfill).

D. Estimate the long-range availability of the supply of suitable, developable and redevelopable lands. Even accounting for partially developed lands not likely to be redeveloped, there is still a subset of suitable lands which may never be available for development, due to market factors, landowner preference, lot configurations, etc. This factor is perhaps the most difficult to assess and defend, but a realistic analysis of land needed to accommodate long-range growth address this. The availability factor is not a measure of what lands are available today, rather it addresses lands which are likely to be available in the planning period. Some studies of this factor exist; it is a newly-evolving area of land use

planning. These studies may provide some guidance, as well as landowner surveys. The studies reveal that, typically, anywhere between 10 to 30% of potentially suitable land may not be available for development over the long-range. The resulting figure is the gross acreage of suitable and available buildable lands.

E. Estimate the net acres of buildable land available within the Urban Area. This involves subtracting an estimated percentage of the gross acreage to account for lands needed for public facilities necessary to support the residential growth. Again, either national, regional or state planning studies or empirical observations within the subject jurisdiction (if reflecting recent trends) may be used to justify this estimate. "Ball park" estimates for small cities and towns usually range between 15 and 25% of the gross acreage. The figure derived from this step is the net buildable acres available within the Urban Area.

Step 3: Determine the unmet need for land required to meet long-range urban population growth requirements. By subtracting the estimate of lands needed to accommodate long-range growth from the supply of buildable lands within the Urban Area, the amount of land needing to be added to the Urban Area to meet the long-range need is derived.

Commercial Lands and Accommodation of Long-Range Urban Population Needs:

One component of the land use needs generated by long-term urban population growth is the need for commercial services (including both retail and professional services sectors). Generally, this need can be met for small cities and towns with a much smaller land base than that required for residential land, roads, and other associated public facilities. However, cases may arise where there is an inadequate supply of usable land allocated for commercial uses to meet the needs of the population. Two different approaches are recommended for jurisdictions that may be faced with this situation. Empirical data gathered either in the subject jurisdiction or nearby communities on typical ratios of commercial square footage per capita (e.g., 250 square feet/1,000 residents) may be used to demonstrate this need. Similar ratios derived from regional or national land use studies may also be utilized.

Demonstrating an Economic Need:

The following summarizes some of the information recommended to demonstrate economic need:

1. **Employment needs of existing or projected population:** If the analysis focuses on the needs of the existing population, recent unemployment statistics for the area may be helpful. Seasonal fluctuations in local employment trends, the need for year-round employment, and recent economic trends of the primary industries or other major employers in the area may document a need in this regard. Consideration should be given to employment opportunities in the nearby region that may be outside the Urban Area but within easy commuting distance.

Information on the ratio of jobs to housing in the community may also help demonstrate this need, particularly if there is a disproportionately low ratio of jobs compared to housing. Similar information may be used if the focus is the employment needs of the projected population, assuming that current trends may be extrapolate into the future.

2. **Geographic or locational requirements of economic activities of vital importance to the economy of the community:** This factor may come into play for industries and related uses with specific locational requirements including lands currently outside the Urban Area boundary. Since new industrial uses are prohibited in the General and Special Management Areas, the need for adequate industrial land to support uses of vital economic significance to the community within the Urban Area is crucial. The significance of particular industrial facilities to the community may be demonstrated, at least in part, by use of the employment statistics described above. Positive or negative fiscal impacts to the local government tax base may be relevant as well.

3. **Regional market significance of the subject Urban Area: A** number of Urban Areas in the Scenic Area function as regional service and trade centers for a larger rural area. These functions may include manufacturing and retailing of equipment for the agricultural industry, and tourist facilities and services for a surrounding recreational area. This factor may relate strongly to factor 2, in that some of the facilities and services serving the regional economy may have specific locational and siting requirements.

4. **Infrastructure improvements necessary to the economic vitality of the community:** This need may involve lands currently outside the Urban Area that are crucial to major infrastructural improvements on which the local economy depends. Good road or boat access to industrial sites is often a key prerequisite to the success of such operations. Other types of infrastructure needs which may be critical to the economic health of a community could include lands needed for sewage treatment plant expansions. Opportunities for future growth may be stymied by inadequate capacities of key public facilities. Locational requirements of such facilities may necessitate a boundary adjustment.

5. **Adverse administrative fiscal impacts:** Where an Urban Area boundary bisects properties, resulting in portions of properties inside the line planned for urban development and services and portions outside limited to rural uses, an adverse administrative fiscal impact may occur. This may particularly be the case if such lands are inside municipal corporate boundaries, and substantial inefficiencies regarding delivery of urban services and land uses result from the boundary location.

Criterion B: "Revision of urban area boundaries would be consistent with the standards established in section 6 and the purposes of this Act"

When preparing an application for an Urban Area boundary revision, counties must determine if scenic, cultural, recreation, or natural resources exist within the area to be added to the Urban Area. This can often be accomplished using the resource inventories included in the Management Plan. Other sources of information include federal and state resource agencies.

Natural resources should be clearly identified. A detailed map of the affected area should be included in an application to revise an Urban Area boundary.

Scenic Resources

The Commission must consider whether a proposed Urban Area boundary revision would protect and enhance scenic resources. The Landscape Sensitivity map included in the Management Plan can assist applicants. It ranks areas based upon their (1) ability to be seen from Key Viewing Areas, (2) visual diversity, and (3) ability to absorb development.

Lands ranked as critical or high sensitivity often include prominent landforms that have little vegetation to hide new development. Boundary revisions that encompass such areas should ensure that future development will not detract or impair views seen from Key Viewing Areas. That is, future development should be visually subordinate. Determinations regarding landscape sensitivity should address the urban uses planned for the subject area, and any provisions adopted by local governments that protect scenic resources.

Landscapes that are less prominent and diverse and are covered with forests have moderate, low, or minimal sensitivity. New development can often occur in these areas without adversely affecting scenic resources.

Cultural Resources

It is a goal of the Commission to protect and enhance significant cultural resources. Significance is determined using the criteria in Policy 10 of the Cultural Resources chapter of the Management Plan.

A cultural resource inventory is included in the Management Plan. It was compiled using records from the Oregon State Historic Preservation Office and the Washington Office of Archaeology and Historic Preservation. Significant cultural resources that exist in an area affected by an Urban Area boundary revision must be protected. Applicants must assess the effects of future development on the affected cultural resources and prepare mitigation plans to ensure long-range protection. The guidelines in the Management Plan describe specific procedures that should be followed.

The Nez Perce, Umatilla, Warm Springs, and Yakima Indian tribes have treaty rights within the Scenic Area. No action taken by the Commission, including Urban Area boundary revisions, "shall affect or modify any treaty or other rights of any Indian tribe" [Scenic Area Act, Section 17(a)].

Natural Resources

Natural resources include wetlands, streams and ponds, sensitive wildlife habitat, endemic and listed plants, and significant natural areas. The Management Plan defines these terms. It also contains maps that show the general location of natural resources in the Scenic Area. Agencies such as the Oregon Department of Fish and Wildlife, Washington Departments of Wildlife and Fisheries, the Oregon and Washington Natural Heritage Programs, and the U.S. Fish and Wildlife Service can provide site specific information.

The Commission's objective is to keep conflicting uses from encroaching on sensitive natural resources. The natural resource provisions in the Management Plan should be used to determine if an Urban Area boundary revision would adversely affect natural resources.

Adverse affects on sensitive natural resources can often be avoided by careful siting and conditions on new development. Buffers are an important tool to protect and enhance many natural resources. Applicants should explain any provisions adopted by the local government that may protect natural resources.

Recreation Resources

Public and private recreation resources must be protected and enhanced. These include, but are not limited to, education and interpretive facilities, campgrounds, picnic areas, boat launch facilities, and river access areas.

The Commission must consider if an Urban Area boundary revision would adversely affect existing or planned recreation facilities. Applicants should determine if existing or planned recreations resources exist within the affected area. The Forest Service prepared an inventory of existing recreation facilities. The Management Plan includes a Recreation Development Plan. This plan identifies high priority recreation projects that could be developed in the future.

Future development should not introduce uses that conflict with recreation resources. This includes adverse effects from new development on adjacent lands. The Management Plan contains techniques to help avoid such conflicts, including buffer zones and site planning.

Agricultural and Forest Lands and Open Space

The Commission will consider whether an Urban Area boundary revision would adversely affect adjacent lands designated Large or Small-Scale Agriculture, Commercial

Forest Land, Large or Small Woodland, or Open Space. These lands are shown on the Land Use Designation map that is included in the Management Plan.

Uses that conflict with agricultural or forest practices or open space resources should not be introduced on adjacent lands. High density residential or commercial development adjacent to resource lands often forces farmers and timber managers to curtail accepted management practices that are considered a nuisance. The effects of high density development, such as vegetation removal and stormdrain runoff, may pollute wetlands and streams, compromise wildlife habitat, and adversely affect other open space resources.

Applicants should document the offsite effects that would result from urban uses planned for the subject area. Resource specialists from federal and state agencies or private consultants can provide valuable assistance. Mitigation plans and local ordinances may help to reduce otherwise significant effects to an insignificant level.

Criterion C: "Revision of urban area boundaries would result in maximum efficiency of land uses within and on the fringe of existing urban areas"

The following summarizes some of the information recommended to document that a boundary revision will result in a maximum efficiency of land use within and on the fringe of the existing Urban Area:

1. **Prevailing densities allow for cost-effective, efficient delivery of services and make optimal use of development opportunities:** A strong relationship between prevailing densities of development and cost-effective, efficient delivery of services has been documented in the planning literature. Generally, provision of sewer service and some other types of urban services and facilities in a cost-effective, efficient manner requires prevailing densities greater than 2 dwelling units per acre. Sewer service is often a key limiting factor in accommodating additional urban development, and frequently requires a greater public investment per capita than other public facilities or services. Information on existing or planned densities, as they relate to existing or planned infrastructure systems, may help document efficiencies of land use. System capacities, planned expansions and data on per capita costs of service delivery may also be relevant.

   In a related vein, areas where existing land uses are substantially less intensive than the use planned for the area (underdeveloped) may create land use inefficiencies. Making optimal use of the available land base is an important feature of an efficient land use pattern. Data comparing existing densities with those allowed for in the local plan may illustrate the degree of efficiency relative to this factor.

2. **Contiguity of areas targeted for urban development with areas having existing urban development and services:** This factor encourages compact, orderly growth patterns and discourages scattered, "leapfrog" development and low-density sprawl. Skipping over lands contiguous with existing urban development

to focus on outlying areas often results in a land use pattern that is very costly to service. This factor closely relates to the factors described above regarding densities/cost-effectiveness of service delivery. Maps and supporting reports showing the spatial relationships between areas targeted for urban development and areas with existing urban development and facilities would be relevant in evaluating this factor.

3. **Areas already served or readily capable of being served by urban facilities and services are developed prior to areas not served or readily capable of being served by urban facilities and services:** Infilling into areas where urban facilities and services exist or are imminent before channeling development into other areas is also closely related to avoiding "leapfrog" development and the establishing logical, orderly growth patterns. Cost-effective, efficient service delivery is strongly influenced by this factor. Much of the recommended information discussed above may be used to demonstrated how the community is planned to expand in a logical sequence.

4. **Buildable lands within existing city limits are targeted for urban development prior to buildable lands outside city limits:** Annexation of lands to a city is a common tool used to encourage orderly and efficient urban growth. Local and/or state policies often significantly limit the extension of urban facilities and services (and the associated higher densities) outside of city limits. Maps and supporting materials showing the relationship of areas targeted for growth with existing city limits may illustrate how proposed boundary revisions address this factor.

5. **Efficient site development and lot configuration patterns are achieved by local development standards and other provisions:** Many local ordinances contain standards for site development and land divisions that facilitate efficient development patterns. Such provisions may include: prohibition on creation of "flagpole" lots and difficult to access lots (as related to existing circulation systems), setback standards, lot coverage standards, planned unit development provisions, etc.

Criterion D: "Revision of Urban Area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces"

If a proposed boundary revision includes lands designated Large-Scale Agriculture, Small-Scale Agriculture, Commercial Forest Land, Large Woodland or Small Woodland, the following information is recommended:

1. Suitability for intensive, commercial agricultural production or forest management:

    a. U.S.D.A., Soil Conservation Service agricultural capability rating (Classes I-VIII) for agricultural land, U.S.D.A. Soil Conservation Service woodland suitability site index or other site index measures for forest land;

b. Size of parcel and/or contiguous land holdings;

c. Adjacent land use and parcel pattern;

d. Ownership classes of subject and adjacent lands, for forest lands (private, public, industrial timber companies);

e. Relevant land improvements (irrigation system, water storage, roads, etc.);

f. Any other factors relevant to agricultural land or forest land suitability (e.g. climate, prior land use commitments).

2. Current use status:

a. Field visit reports, air photos, letters from landowners or lessees regarding status of subject area's current and past land use;
b. Similar information for adjacent lands.

3. Potential to impair economic viability of farm unit:

a. Information on nature of current farm or forest operation in subject area (if applicable), potential economic loss from boundary change and conversion to urban uses;

b. Other relevant data to document potential impact of boundary change on economic viability of the operation.

Some of this information is contained in the soil surveys compiled for each county by the U.S.D.A. Soil Conservation Service. Information on parcel and ownership patterns and land uses is available at county or city planning and building departments, or the offices of the Commission or Forest Service. Information on current use may be provided by air photos, which are also available at the Commission or Forest Service offices and in some cases, local planning departments. Information on the nature of an existing operation should come from operators and/or landowners.

If a proposed boundary change includes lands designated Open Space, the information recommended under criterion 4(f)(2)(B) should be utilized to determine whether sensitive and/or significant scenic, natural, cultural or recreation resources exist in the subject area. If this is the case, a demonstration should be provided that local policies, state or federal laws or other measures to protect these resources will be applied.

Sources of information on the presence of sensitive and/or significant resources include resource inventories of the Commission and Forest Service, state and federal resource agencies, county and city resource inventories, and those maintained by tribal governments.

JAN 1992
Columbia Gorge Commission
Received

WASCO COUNTY COMMENTS

on the

DRAFT

URBAN AREAS BOUNDARY REVISIONS HANDBOOK

and

PROPOSED RULE

Chapter 350, Division 40
Revision of Urban Area Boundaries

Review and Coordination:

Kimberly J. Jacobsen, Planning Director
Mark J. Mazeski, Associate Planner

January 17, 1992

GENERAL COMMENTS:

It is advantageous to have a handbook to work through the Section 4(f) process of the Columbia River National Scenic Area Act. However, the Draft Urban Area Handbook is more complicated than necessary and in some areas reaches beyond the statutory authority granted to the Columbia River Gorge Commission as authorized by The Columbia River Gorge National Scenic Area Act.

The overall flavor of the Handbook is that the Handbook will be used to monitor and control growth and development within Urban Areas. This was not the intent of the National Scenic Area Act. The Act establishes Urban Areas as lands for which the Gorge Commission is not to adopt guidelines.

The Draft Handbook goes into great detail about what good urban planning should entail. However, the Gorge Commission is not an urban planning body. The Gorge Commission is a regional planning body and without jurisdiction in the Urban Areas.

In some areas the Management Plan does give the Gorge Commission authority in Urban Areas such as with urban recreation sites. Although, this control is based on who holds the purse strings to the recreation development funds. If an Urban Area wants recreation dollars then it should play by the rules established by the body (the Gorge Commission) that holds the purse strings.

Expansion of Urban Areas is different than recreation development because the Act authorized the Gorge Commission to regulate recreation dollars but not Urban Areas.

SPECIFIC COMMENTS:

I. Minor Boundary Revisions: page 3

First and foremost, this section, defining what is a "Minor Boundary Revision", is redundant and not authorized by the National Scenic Area Act. Section 4(f) of the Act defines a "minor revision" as any revision that meets the standards of Section 4(f)(2). Therefore, there is no need to define what constitutes a "minor revision", Congress already did that for the Commission.

Secondly, if the Commission decides that it is necessary to redefine what is a "minor revision" then that definition should only be a quantitative figure and not include subjective standards such as "character". The subjective criteria for evaluation of an Urban Area expansion are listed in Section 4(f)(2) and are sufficient to protect the resources that the Gorge Commission is authorized to protect and enhance.

Precise quantitative figures do not need to be established for the handbook, such as a set number of acres or percentages of land bases. Rather, the term "minor revision" should be evaluated case by case but only relate to the quantity of land that will be effected and not the character of the land. Again, character and other subjective criteria will be evaluated by Section 4(f)(2).

Wasco County Comments
on the DRAFT Urban Areas
Boundary Revisions Handbook
January 17,1992

Page 4

II. Criterion A: page 4

For the most part, the discussion of this criterion is within the scope of authority vested in the Gorge Commission.

III. Criterion B: page 4

The third paragraph, starting with "Section 6 also establishes . . ..", states that the Gorge Commission has authority to evaluate the effect that new uses will have on scenic, cultural, recreational or natural resources. The Gorge Commission does not have this authority in regard to Urban Boundary adjustments. The Gorge Commission only has the authority to evaluate what effect planning and development will have on lands located outside of an Urban Area.

The Gorge Commission can only evaluate the resources of the land that is proposed for expansion and not look at the type of activity that is proposed to be placed on the expanded land base. The subject matter of the expansion is not relevant. Once land is designated Urban Area, the Gorge Commission no longer has jurisdiction.

It may be desirable for the Gorge Commission to control the type of development that will occur in an Urban Area, nonetheless, Congress did not vest this authority in the Gorge Commission. The Act allows for expansion of Urban Areas provided the land that the Urban Area is expanding onto is suitable. Once the determination of suitability is

made then the subject matter of the expansion is irrelevant.

IV. Criterion C: page 5

The six bullets point out issues that in many instances, a local government may have no control over. For instance,in regard to bullet number one, many property owners do not want to be hooked up to services because they would be forced to pay higher taxes. The government cannot force people to annex into a service district or incorporated city.

Bullet number two would require the government to force people to develop the land. In some cases, the landowners may not want to develop their land and the Urban Area should not be penalized from expanding because of the lack of desire by landowners to develop their land.

It will be assumed that bullet number 3 would only require that if the Urban Area had zoning it would meet this criterion.

Bullet number four is an attempt to prohibit leapfrog development and should be encouraged if the local jurisdiction can reasonably meet this criteria.

Bullet number five again goes to the issue of forcing people to develop their land which the government cannot.

Bullet number six again goes to whether the government can force private citizens to hook up to services, the answer is no.

V. Criterion D: page 6

There are so few non-resource areas adjacent to the Urban Areas that it would be overly restrictive to require Urban Areas to expand onto lands only designated as non-resource. Furthermore, those lands adjacent to Urban Areas that are designated as non-resource were designated as such since those lands are already committed in use. It is not reasonable to expect that these committed lands will be able to accommodate any type of growth.

It is important to note that the term "significant reduction" of resource land cannot mean no reduction in resource land. It is inherent in the Act that Congress realized and authorized for there to be a reduction in resource land because it authorized Urban Area expansions. The term "significant reduction" must be viewed in the big picture and cannot be considered to prevent development only control the amount.

VI. Proposed Rule Chapter 350, Division 40

This is acceptable with the exception of 350-40-004(7).

Rule 350-40-0004(7) reads: The recommended analysis relevant to the application as contained in Urban Areas Revisions Handbook (Gorge Commission 1992).

This should read as follows: ~~The recommended~~ An analysis relevant to the application as contained in Urban Areas Revisions Handbook (Gorge Commission 1992) or other similar analysis.

If this adjustment is not made then the handbook becomes a rule and can no longer be defined as a handbook. If it is your intent to make the handbook a rule, do so, but do not call it a handbook and then treat it as a rule.

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KLICKITAT COUNTY PLANNING DEPARTMENT

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JAN 1992
Columbia Gorge Commission
Received

January 16, 1992

The Honorable Stafford Hansell, Chairman
Columbia River Gorge Commission
P. O. Box 730
White Salmon, WA 98672

RE: Draft Urban Areas Boundary Revisions Handbook

Dear Chairman Hansell and Members of the Commission:

Thank you for the opportunity to comment on the Draft Urban Areas Boundary Revisions Handbook. Klickitat County offers the following comments on the 4(f) process and handbook drafted by the commission's staff:

1. The county recognizes the need for the 4(f) process handbook in dealing with major boundary revisions. Such revisions deserve the full public scrutiny of the process called for in the handbook. The requirements that need to be met in order to warrant a major revision are appropriate. They are inappropriate for a minor revision. An abbreviated process for such changes is a must. A suggestion is to allow each urban area one minor boundary line adjustment. Just a simple moving of the line to make the boundary consistent with existing county maps.

2. The county maintains mapping errors occurred in 1986 when urban area boundaries were delineated.

3. The county believes these mapping errors should be treated as minor revisions and the necessary corrections made without having to go through elaborate, expensive studies to build a case for a change.

4. The county does not hold the commission responsible for the mapping errors. Rather, the county wishes to bring the commission's attention the authority it has to adjust the boundaries to correct mapping errors.

5. The county urges the commission to exercise its discretion and act to correct the mapping errors that have been identified by the county.

6. Forcing the county to undertake time-consuming studies to create supporting documentation to substantiate its claim of mapping errors is not a reasonable solution. In the case of the Lyle Urban Boundary Line, the county could conduct a detailed analysis and still be unable to meet the 4(f) criteria for a revision. The process, as designed, is heavily weighted against boundary revisions.

7. The county notes that the boundaries delineated on National Scenic Area maps was intended to "generally depict". Through interpretation, the commission has embraced the boundaries as a de facto line of demarcation - rigid and not to be dealt with lightly. The county interprets that Congress intended the boundary to be fluid during the National Scenic Area's formative years and refined to reflect on-the-ground realities. The county asks the commission to accept the reality of the situation in Lyle, Dallesport and Murdock and make the necessary revisions to the boundary in those communities.

Your consideration of the above comments is appreciated.

Sincerely,

Francine Havercroft

Francine Havercroft
Planning Director

FH/lr

cc: Klickitat County Board of Commissioners
Pat Blakney, Columbia River Gorge Commissioner
Stephen DiJulio, Special Deputy Prosecuting Attorney

Skamania County
Department Of
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Susan K. Lourne
Director

JAN 1992 Columbia Gorge Commission Received

January 16, 1992

Columbia River Gorge Commission
P. O. Box 730
288 East Jewett Blvd.
White Salmon WA 98672

Hand-Delivered

Re: **COMMENTS ON DRAFT URBAN AREA BOUNDARY REVISION HANDBOOK AND PROPOSED RULES**

Dear Commissioners and Staff:

The following constitutes Skamania County's formal comments upon the draft Urban Area Boundary Revision Handbook.

I.

PROPOSED RULES

The County urges the Commission to adopt procedural rules which are specifically designed for administration of urban area boundary revision applications. The County further suggests that those rules be designed in a manner which streamlines the proceedings as much as possible and which minimizes the litigious aspect of those proceedings to the extent possible while still affording standing to appeal the decision to the court system. For instance, a procedural rule allowing direct negotiations between County officials and the full Commission either during or

prior to the final hearing on the application could be quite efficient in many instances.

The County further suggests that procedure allow the applicant to present rebuttal argument at the end of the hearing, after all closing arguments by intervenors and staff have been concluded. Under the existing contested case procedure, the applicant is denied the opportunity to rebut the arguments made by staff and intervenors. In court proceedings, the plaintiff or petitioner, who has the burden of proof in the case, presents its case in chief first, presents its closing argument first, and then is given the opportunity to rebut the closing statements of all opposing parties. That method guarantees that the party with the burden of proof has the first and last word, as is appropriate. The County's position is that that format should be followed in all contested hearings, including particularly those held on applications to revise urban area boundaries.

In summary:

1. The urban area boundary revision process, because it is one which is conducted between and among governmental entities, is unique and should be conducted in a manner which allows as much simplicity, efficiency and cooperation as is feasible given potential differences of opinion, while still preserving all rights of appeal; and

2. The applicant is entitled to the first and the last word as a matter of due process, given that the applicant bears the burden of proof. That right should be incorporated into Commission rules governing urban area boundary revision hearings.

II.

HANDBOOK TEXT

A. SECTION III: Recommended Interpretations of Section 4(f) Substantive Provisions.

1. Minor Revisions.

On pages 3 and 4, the draft discusses the construction which staff feels should be given to the term "minor". Three examples of instances when a proposed revision would not be "minor" are cited. The County's position is that the term "minor" should not be either defined nor described in a manner which raises that term to the level of a fifth, independent and additional Section 4(f) criterion. A brief discussion of just one of the three examples cited in the Draft Handbook will illustrate the problems which arise from any attempt to define or describe the term "minor".

The first example set out in the Draft Handbook of what would not constitute a minor revision would occur if "the anticipated urban uses <u>could</u> generate substantial increases in traffic levels in the <u>general region.</u>" First, the term "could" is a poor one

because it refers to hypothetical circumstances. Almost any new development which successfully either stimulated tourism or generated local employment could increase traffic levels in the "general region".

The phrase "general region" is a poor descriptive term, because the phrase could be construed to include the entire Gorge, the Washington side of the Gorge, the County, a 10-square mile radius around the area proposed to be added to the existing urban area or any other spatial measure. Common definitions of the term "region" include "an administrative area [e.g., the entire Scenic Area], division or district", "an indefinite area of the world or universe", "a broad homogeneous geographical area" and "an area characterized by the prevalence of one or more vegetational climax types". (Webster's New Collegiate Dictionary, 1977). "General region" means nothing concrete enough to assist parties to urban area boundary revision proceedings and raises more issues than it resolves.

Almost any project which would dramatically benefit the residents of the County economically would result in increased traffic in the immediate vicinity and, hopefully, in the Gorge. For instance, the Skamania Lodge project would not serve its purpose, i.e., to protect and support Gorge economies, absent an attendant substantial increase in traffic to the County and the

entire Gorge area. Because local employment opportunities in the Scenic Area are severely restricted outside of the Urban Areas, any criterion which would preclude expansion of the urban areas if necessary to secure local employment opportunities in the County would be contrary to the second purpose of the Act.

Section 4(f) specifically sets out four criteria which must be met before the Commission may approve an application for urban area boundary revisions, including one criterion requiring that the revision be consistent with Section 6 of the Act. Arguably, those four criteria define "minor revisions", and no further discussion of the meaning of the term "minor" is either necessary or wise. To construe the term "minor" as constituting a fifth and independent criterion is poor statutory construction and places an unnecessary burden upon the applicant which is clearly beyond the intent of Congress. A better construction of the Act is that "minor revisions" are those which may be allowed under the four Section 4(f) criteria.

2. Criterion A.

The County suggests that the first sentence of the third paragraph of this section be amended to read:

"To demonstrate <u>that</u> an economic need exists, several factors may be evaluated, including <u>but not limited to:</u> . . . ."

The County specifically agrees with the final paragraph of the

Criterion A section of the draft.

3. Criterion B.

The County would like to point out that the vast majority of lands surrounding existing urban areas fall into one of the categories described at the top of page 5 of the draft; i.e., are either Large- or Small-Scale Agriculture, Commercial Forest Land, Large or Small Woodlands or Open Space. Given that fact, the Commission's narrow construction to date of the qualifying phrase "a reasonable likelihood of more than moderately adverse consequences for the scenic, cultural, recreation, and natural resources", and its construction to date of the cumulative impact language of Section 2(a)(3) of the Act, the County questions whether any proposed urban area boundary revision could be approved. If the three factors listed immediately supra were to preclude all revisions of urban area boundaries, then the import and effect of Section 4(f) might be totally negated. One of the first rules of statutory construction is that each provision of every statute is intended by the legislative body to have meaning and effect.

With the above in mind, the County requests clarification of both "a reasonable likelihood of more than moderately adverse consequences" and of the cumulative impact analysis for purposes

of urban area boundary revisions.

The County's position is that all lands within the incorporated limits of existing cities and within existing municipal service districts of towns were intended by Congress to be included in the urban areas. That position is based upon the language of Subsections 4(e)(1) and 4(e)(2). The latter subsection refers to a set of maps, which were not specifically incorporated by reference in the Act, and which were intended to "generally depict" the urban area boundaries. The County prefers to attribute discrepancies between the urban area boundaries shown on the maps and actual incorporated limits of cities and municipal service districts of the towns to simple mapping error rather than to deliberate misrepresentation by proponents of the Act.

The County understands that this Commission has taken the positions that: 1) the Commission cannot alter the urban area boundaries as shown on the maps without an Act of Congress or via the Section 4(f) process; and 2) as between the maps and the clear import of subsection 4(e)(1), the maps should prevail. Nonetheless, mapping errors were made and must be accommodated. Those errors may be accommodated in the Section 4(f) process by recognizing that, if the lands which are the subject of an application for revision of urban area boundaries are within existing city limits or the municipal service districts of towns,

then a presumption exists that the requested revision of the urban area boundaries is consistent with the standards established in Section 6 and the purposes of the Act. The burden would then shift to opposing parties to prove that the lands were intentionally excluded from the urban area due to compelling Section 6 concerns.

4. Criterion C.

The County suggests that the first sentence under the discussion of Criterion C on page 5 be revised to read as follows:

"This criterion is intended to promote efficient and orderly urban growth."

The County suggests that the adjective "compact" be deleted because it does not necessarily describe "efficient" land use. Whether compact development is efficient is a matter which must be determined in each instance.

The County further suggests that the second criterion set out at the top of page 6 be deleted, because, in some instances, natural features will preclude expansion of urban areas into lands immediately contiguous to or surrounded by areas with existing urban development and services. Also, natural features may present sufficient obstacles to contiguous expansion as to render some non-contiguous areas more efficiently developable than contiguous areas.

5. Criterion D.

Although the County agrees that analysis under Criterion D should include qualitative considerations, it urges that a place for quantitative analysis also exists. The County agrees that a case-by-case analysis is always appropriate.

At the bottom of page 6, the final paragraph should be amended to read as follows:

"Are the subject lands suitable for intensive, commercial agricultural production or forest management? Evaluation of suitability should include all relevant facts, including but not limited to, soil depth, quality, weather conditions, wind velocity, slopes, erosion potential, size of contiguous land holding, ...

Referring to material at the top of page 7, the County questions whether it is relevant that an area has in the recent past been under intensive, commercial farming or forest uses, given the need to protect existing uses. For instance, a parcel may have been intensively farmed a decade ago but presently be divided into smaller lots and used for rural residential purposes. The County's position is that it would be unfair to base a decision to deny an urban area boundary revision on the basis of past conditions which are no longer applicable. "Protect and enhance" do not imply turn the clock back in time to eliminate or substantially change existing development. Also, the phrase "recent past" is inherently ambiguous. Therefore, the County

suggests that the first paragraph at the top of page 7 be amended to read as follows:

"Is the area currently under intensive, commercial farming or forest uses."

B. SECTION IV: Recommended Information to Demonstrate Consistency with Section 4(f) Criteria.

1. General Comments.

Additional sub-headings are needed to clarify that certain sections of this portion of the Handbook address only residential or only commercial land needs.

The County objects to any "recommended" analytical devices which could be construed as precluding other, equally sound methods of proving needs for an enlarged urban area land base and requests that the Handbook make very clear that its discussion of various means of proof are not exclusive. As presently worded, the Handbook appears to establish <u>the</u> methods of analysis rather than simply setting out potentially helpful suggestions as to how a municipality may prove its need for additional lands. For instance, the first sentence in the final paragraph on page 7 states: "The analysis <u>required</u> to demonstrate that additional land is needed . . .."

The County vigorously objects to all the analyses set out in

Section IV if they are intended to constitute exclusive means of proof or to limit other, equally viable and convincing means.

2. Long-range urban population growth requirements or economic needs.

The first sentence of the first paragraph under this section (page 7) should be changed to read as follows:

"This provision should focus on the need to provide an adequate residential land supply and public <u>and private</u> facilities and services necessary . . . ."

The County is not convinced that the steps set out for estimating anticipated need for additional residential lands and support facilities (pages 9-10) will allow meaningful conclusions. For instance, Step D (page 9) assumes a constant vacancy rate over 20 years. Given rapidly changing economic and demographic circumstances within the County, one may not reasonably assume a constant vacancy rate.

The County concurs with staff's conclusions that municipalities do not have control over the extent to which privately owned lands within the urban area will be voluntarily subdivided or redeveloped by private parties and, therefore, has limited, if any control over the density of development within the urban area. Although one may expect supply and demand to encourage greater densities than may exist at this time, nothing guarantees

when or to what extent private parties will compromise privacy and other rural values to take advantage of rising land prices.

The final sentence at the bottom of page 11 should be eliminated. The phrase "easy commuting distance" raises more questions than it answers. The County would not want job availability in the Portland/Vancouver metropolitan area or in Hood River to be considered when analyzing its needs for additional commercial or industrial lands to generate local employment in the County.

The final sentence of Subparagraph 2 on page 12 should be changed to read as follows:

"Positive or negative fiscal impacts to the local government tax base <u>are</u> relevant."

Subparagraph 5 on page 12 should be expanded to address not only the administrative hardships which may attend division of individual parcels between urban area and general management area lands, but also those which could attend exclusion of very small areas of limited resource value within a city's incorporated limits. The hardship in that instance would be that attendant upon administering the Scenic Act on a very small land base and should measured against the added protection given resource lands.

The second paragraph under "Scenic Resources" on page 13 should be amended to add to the end of the final sentence thereof,

"and planned mitigation measures".

On page 15, Sub-section 1 under the discussion of Criterion C, the second sentence should be amended to read as follows:

"Generally, but not always, provision of sewer service . . . ." Sub-section 2 of the same discussion (page 15) should delete the reference to "compact" development for the reasons stated above. Also, in certain circumstances, given natural physical features, some "scattered" or "leapfrog" development may be necessary.

Again, the discussion at the bottom of page 16 should make clear that all relevant factors, not simply U.S.D.A. Soil Conservation Service agricultural capability ratings and woodland suitability site indexes, should be considered when determining whether lands are suitable for intensive, commercial agricultural production or forest management. In fact, one needs to recognize that most of the U.S.D.A. studies are broad-brush and do not adequately address particular parcels.

Respectfully submitted,

SKAMANIA COUNTY

By: Susan K. Lourne

Susan K. Lourne, Director,
Department of Community
Development

SKL:pj

cc: Board of County Commissioners
Robert K. Leick, County Prosecuting Attorney
Robert Lee, Planning Department
City of Stevenson
City of North Bonneville
Wasco County Planning Department
Hood River County Planning Department
Klickitat County Planning Department

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January 17, 1992

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White Salmon WA 98672

Hand-Delivered

Re: **COMMENTS ON DRAFT URBAN AREA BOUNDARY REVISION HANDBOOK AND PROPOSED RULES**

Dear Commissioners and Staff:

The following represents the City of Stevenson's formal comments upon the draft Urban Area Boundary Revision Handbook. We have appreciated this opportunity to comment on the process.

I.

PROPOSED RULES

The City urges the Commission to adopt procedural rules which are specifically designed for administration of urban area boundary revision applications. The City further suggests that those rules be designed in a manner which streamlines the proceedings as much as possible and which minimizes the litigious aspect of those proceedings to the extent possible while still affording standing to appeal the decision to the court system. For instance, a procedural rule allowing direct negotiations between City officials and the full Commission either during or prior to the final hearing on the application could be quite efficient in many instances.

The City further suggests that the procedure allow the

applicant to present rebuttal argument at the end of the hearing, after all closing arguments by intervenors and staff have been concluded. Under the existing contested case procedure, the applicant is denied the opportunity to rebut the arguments made by staff and intervenors. In court proceedings, the plaintiff or petitioner, who has the burden of proof in the case, presents its case in chief first, presents its closing argument first, and then is given the opportunity to rebut the closing statements of all opposing parties. That method guarantees that the party with the burden of proof has the first and last word, as is appropriate. The City's position is that that format should be followed in all contested hearings, including particularly those held on applications to revise urban area boundaries.

In summary:

1. The urban area boundary revision process, because it is one which is conducted between and among governmental entities, is unique and should be conducted in a manner which allows as much simplicity, efficiency and cooperation as is feasible given potential differences of opinion, while still preserving all rights of appeal; and

2. The applicant is entitled to the first and the last word as a matter of due process, given that the applicant bears the burden of proof. That right should be incorporated into Commission

rules governing urban area boundary revision hearings.

II.

HANDBOOK TEXT

A. SECTION III: Recommended Interpretations of Section 4(f) Substantive Provisions.

1. Minor Revisions.

On pages 3 and 4, the draft discusses the construction which staff feels should be given to the term "minor". Three examples of instances when a proposed revision would not be "minor" are cited. The City's position is that the term "minor" should not be either defined nor described in a manner which raises that term to the level of a fifth, independent and additional Section 4(f) criterion.

The first example set out in the Draft handbook of what would not constitute a minor revision would occur if "the anticipated urban uses could generate substantial increases in traffic levels in the general region." Almost any project which would dramatically benefit the residents of the CIty economically would result in increased traffic in the immediate vicinity and, hopefully, in the Gorge. For instance, the Skamania Lodge project would not serve its purpose, i.e., to protect and support Gorge economies, absent an attendant substantial increase in traffic to

the City and the entire Gorge area. Because local employment opportunities in the Scenic Area are severely restricted outside of the Urban Areas, any criterion which would preclude expansion of the urban areas if necessary to secure local employment opportunities in the City would be contrary to the second purpose of the Act.

Section 4(f) specifically sets out four criteria which must be met before the Commission may approve an application for urban area boundary revisions, including one criterion requiring that the revision be consistent with Section 6 of the Act. Arguably, those four criteria define "minor revisions", and no further discussion of the meaning of the term "minor" is either necessary or wise. To construe the term "minor" as constituting a fifth and independent criterion is poor statutory construction and places an unnecessary burden upon the applicant which is clearly beyond the intent of Congress. A better construction of the Act is that "minor revisions" are those which may be allowed under the four Section 4(f) criteria.

2. Criterion A.

The City suggests that the first sentence of the third paragraph of this section be amended to read:

"To demonstrate <u>that</u> an economic need exists, several factors may be evaluated, including <u>but not limited to:</u> . . . ."

The City specifically agrees with the final paragraph of the Criterion A section of the draft.

3. Criterion B.

The City would like to point out that the vast majority of lands surrounding existing urban areas fall into one of the categories described at the top of page 5 of the draft; i.e., are either Large- or Small-Scale Agriculture, Commercial Forest Land, Large or Small Woodlands or Open Space. Given that fact, the Commission's narrow construction to date of the qualifying phrase "a reasonable likelihood of more than moderately adverse consequences for the scenic, cultural, recreation, and natural resources", and its construction to date of the cumulative impact language of Section 2(a)(3) of the Act, the City questions whether any proposed urban area boundary revision could be approved. If the three factors listed immediately supra were to preclude all revisions of urban area boundaries, then the import and effect of Section 4(f) might be totally negated. One of the first rules of statutory construction is that each provision of every statute is intended by the legislative body to have meaning and effect.

With the above in mind, the City requests clarification of both "a reasonable likelihood of more than moderately adverse consequences" and of the cumulative impact analysis for purposes of

urban area boundary revisions.

The City's position is that in the absence of significant and unique natural resources all lands within the incorporated limits of existing cities were intended by Congress to be included in the urban areas. That position is based upon the language of Subsections 4(e)(1) and 4(e)(2). The latter subsection refers to a set of maps, which were not specifically incorporated by reference in the Act, and which were intended to "generally depict" the urban area boundaries. The City prefers to attribute discrepancies between the urban area boundaries shown on the maps and actual incorporated limits of cities and municipal service districts of the towns to simple mapping error rather than to deliberate misrepresentation by proponents of the Act.

The City understands that this Commission has taken the positions that: 1) the Commission cannot alter the urban area boundaries as shown on the maps without an Act of Congress or via the Section 4(f) process; and 2) as between the maps and the clear import of subsection 4(e)(1), the maps should prevail. Nonetheless, mapping errors were made and must be accommodated. Those errors may be accommodated in the Section 4(f) process by recognizing that, if the lands which are the subject of an application for revision of urban area boundaries are within existing city limits then a presumption exists that the requested

revision of the urban area boundaries is consistent with the standards established in Section 6 and the purposes of the Act. The burden would then shift to opposing parties to prove that the lands were intentionally excluded from the urban area due to compelling Section 6 concerns.

4. Criterion C.

The City suggests that the first sentence under the discussion of Criterion C on page 5 be revised to read as follows:

"This criterion is intended to promote efficient and orderly urban growth."

The City suggests that the adjective "compact" be deleted because it does not necessarily describe "efficient" land use. Whether compact development is efficient is a matter which must be determined in each instance.

The City further suggests that the second criterion set out at the top of page 6 be deleted, because, in some instances, natural features will preclude expansion of urban areas into lands immediately contiguous to or surrounded by areas with existing urban development and services. Also, natural features may present sufficient obstacles to contiguous expansion as to render some non-contiguous areas more efficiently developable than contiguous areas.

5. Criterion D.

Although the City agrees that analysis under Criterion D should include qualitative considerations, it urges that a place for quantitative analysis also exists. The City agrees that a case-by-case analysis is always appropriate.

At the bottom of page 6, the final paragraph should be amended to read as follows:

"Are the subject lands suitable for intensive, commercial agricultural production or forest management? Evaluation of suitability should include all relevant facts, including but not limited to, soil depth, quality, weather conditions, wind velocity, slopes, erosion potential, size of contiguous land holding, ...

B. SECTION IV: Recommended Information to Demonstrate Consistency with Section 4(f) Criteria.

1. General Comments.

Additional sub-headings are needed to clarify that certain sections of this portion of the Handbook address only residential or only commercial land needs.

The City objects to any "recommended" analytical devices which could be construed as precluding other, equally sound methods of proving needs for an enlarged urban area land base and requests that the Handbook make very clear that its discussion of various

means of proof are not exclusive. As presently worded, the Handbook appears to establish the methods of analysis rather than simply setting out potentially helpful suggestions as to how a municipality may prove its need for additional lands. For instance, the first sentence in the final paragraph on page 7 states: "The analysis required to demonstrate that additional land is needed . . . ."

The City vigorously objects to all the analyses set out in Section IV if they are intended to constitute exclusive means of proof or to limit other, equally viable and convincing means.

2. Long-range urban population growth requirements or economic needs.

The first sentence of the first paragraph under this section (page 7) should be changed to read as follows:

"This provision should focus on the need to provide an adequate residential land supply and public and private facilities and services necessary . . . ."

The City is not convinced that the steps set out for estimating anticipated need for additional residential lands and support facilities (pages 9-10) will allow meaningful conclusions. For instance, Step D (page 9) assumes a constant vacancy rate over 20 years. Given rapidly changing economic and demographic circumstances within the City, one may not reasonably assume a

constant vacancy rate.

The City concurs with staff's conclusions that municipalities do not have control over the extent to which privately owned lands within the urban area will be voluntarily subdivided or redeveloped by private parties and, therefore, has limited, if any control over the density of development within the urban area. Although one may expect supply and demand to encourage greater densities than may exist at this time, nothing guarantees when or to what extent private parties will compromise privacy and other rural values to take advantage of rising land prices.

The final sentence at the bottom of page 11 should be eliminated. The phrase "easy commuting distance" raises more questions than it answers. The City would not want job availability in the Portland/Vancouver metropolitan area or in Hood River to be considered when analyzing its needs for additional commercial or industrial lands to generate local employment in the City and provide a strong and diverse tax base for the support of government services.

The final sentence of Subparagraph 2 on page 12 should be changed to read as follows:

"Positive or negative fiscal impacts to the local government tax base <u>are</u> relevant."

Subparagraph 5 on page 12 should be expanded to address not

only the administrative hardships which may attend division of individual parcels between urban area and general management area lands, but also those which could attend exclusion of very small areas of limited resource value within a city's incorporated limits. The hardship in that instance would be that attendant upon administering the Scenic Act on a very small land base and should be measured against the added protection given resource lands.

The second paragraph under "Scenic Resources" on page 13 should be amended to add to the end of the final sentence thereof, "and planned mitigation measures".

On page 15, Sub-section 1 under the discussion of Criterion C, the second sentence should be amended to read as follows:

"Generally, <u>but not always</u>, provision of sewer service . . . ." There are instances where an unusual development, such as the conference center, would negate the "rule of thumb" of 2 houses per acre. Also, in certain circumstances, given natural physical features, some "scattered" or "leapfrog" development may be necessary.

Again, the discussion at the bottom of page 16 should make clear that all relevant factors, not simply U.S.D.A. Soil Conservation Service agricultural capability ratings and woodland suitability site indexes, should be considered when determining whether lands are suitable for intensive, commercial agricultural

production or forest management. In fact, one needs to recognize that most of the U.S.D.A. studies are broad-brush and do not adequately address particular parcels.

Respectfully submitted,

Mayor David McKenzie
City of Stevenson

SKL/MADC

FRIENDS OF THE COLUMBIA GORGE

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JAN 1992
Columbia Gorge Commission
Received

January 16, 1992

Ms. Gayle Rothrock
Executive Director
Columbia River Gorge Commission
P.O. Box 730
White Salmon, WA 98672

Dear Ms. Rothrock:

Friends of the Columbia Gorge has reviewed the Draft Urban Area Boundary Revisions Handbook. We are impressed with the quality of the work, especially given the short time frame. We do, however, see the need for some changes. We are also submitting comments on the proposed rule to guide the boundary revision hearing.

During the process of preparing the Management Plan, the protection for Gorge resources was weakened at every phase. The preliminary draft plan was, for the most part, an excellent plan for protecting and enhancing the resources as required by Congress. The final draft was much weaker. The plan adopted by the Commission was even weaker. Any boundary revision will take land completely out of the protection afforded by the plan and the Act. Enough is enough. Only those revisions that are essential should be allowed.

In finalizing and implementing the Handbook, the Commission must remain true to the principal purpose behind the Act. Although there are two purposes, the first - protecting and enhancing the resources - is paramount. Only if consistent with the first purpose may the second - economic development - occur. The Commission must keep this in mind.

The criteria in Section 4(f) of the Act should be interpreted strictly, again, keeping in mind the purpose of the Act. Congress drew urban area boundaries intentionally and deliberately. Land outside of these boundaries need the protection of the Scenic Area Act. Intrusions into these lands should be strictly limited. The Handbook should make it clear that the burden is on the county to demonstrate that all the criteria have been met.

Section 4(f) authorizes the Commission to make minor revisions to urban area boundaries. The definition of "minor" is important. As with the criteria, we believe this term should be strictly interpreted. The proposed definition is "those boundary changes which do not have a significant effect beyond the immediate area which is the subject of the boundary change." We believe that minor revisions should have no effect beyond the immediate area which is the subject of the boundary change. A significant affect beyond the immediate area would constitute a major revision for which Congress should be the decisionmaker.

The first criterion requires a county to show "a demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the Management Plan." It is important to note that, above all, any change must be "consistent with the Management Plan." If in conflict, this criterion has not been satisfied.

The purpose behind this criterion is to provide some assurance for urban areas that their long-range growth needs will be met. Congress included the term "demonstrable" to place a heavy burden on a county to satisfy this requirement. All buildable land within the existing urban area boundary must be utilized before population needs allow expansion beyond the existing boundary.

To meet the second prong of this requirement, the economic needs test, the county should be required to show significant adverse fiscal impact. The Draft Handbook gives five factors which may be evaluated to determine whether an economic need exists. The fifth factor is "adverse administrative fiscal impacts relative to Urban Area boundary location." This is further explained on page 12 as those situations where an urban area boundary line bisects properties. Since the first criteria is aimed at accommodating long-range needs of existing urban areas, we fail to see how this factor is relevant. Those few instances to which this situation applies cannot have significant long-range adverse economic impact.

There appears to be an error in the formula used to estimate the need for additional residential lands as set forth on page 9.

Following the formula in paragraph D results in a number of estimated additional households that ignores the existing households. We have communicated this to your staff and understand that this will be corrected.

The second criterion requires counties to show that a "revision of urban area boundaries would be consistent with the standards established in Section 6 and the purposes of this Act." As we noted at the outset, the primary purpose of the Act is to protect and enhance the resources of the National Scenic Area. If the proposed boundary revision does not protect and enhance the resources of the National Scenic Area, it does not satisfy this criteria. Similar to the first requirement, this is difficult to meet. Congress intentionally wanted strict standards and the Commission should honor that intent.

The third requirement a county must satisfy is that "the revision of urban boundaries would result in maximum efficiency of land uses within and on the fringe of existing urban areas." The term "maximum" was used here for a reason. In essence, this requirements means that virtually all buildable lots within the existing urban area must be utilized prior to opening up new areas. We believe the factors set forth under this criterion are appropriate to consider.

Finally, the county must show that "revision of urban area boundaries would not result in the significant reduction of agricultural lands, forest lands or open spaces." As you know, resource lands in the Gorge and elsewhere are dwindling every year. One of the main goals of the National Scenic Area Act was to protect and enhance these resource lands. If any of these lands are lost to urban uses, a conversion from the resource use will have occurred in violation of the National Scenic Area Act. Thus, the only lands that should be included in a boundary revision application should be lands designated residential. Otherwise, there is a significant reduction of resource lands and this criterion is not satisfied.

We recognize that there may be a few instances where land appropriate for an urban area boundary revision is designated other than residential. In those few circumstances, if the Commission feels that an urban area boundary revision is appropriate, it should first amend the Management Plan and change the land use designation of the subject land to residential. Only in this way are the resources of the Gorge given the protection envisioned by Congress

We are pleased to see the detail that is recommended to be in an application as set forth on pages 7-17. Since the Commission must make findings of fact before it approves the minor urban area boundary revisions, this information will provide the basis for those findings. It will also provide other interested parties with the appropriate information.

We also have some concerns regarding the proposed rule for the revision of urban area boundaries dated January 7, 1991. Generally, we agree that a rule needs to be adopted setting forth the procedural requirements for the urban area boundary revision process.

Proposed Rule 350-40-008 requires the Executive Director to prepare a report within 30 days of the date the application has been accepted as complete. The Draft Urban Area Revisions Handbook suggests that counties applying for an urban area boundary revision submit a significant amount of detailed information. If all this information is supplied, it seems as if 30 days to review the information and prepare a report is optimistic. We suggest a longer period be given to the Director to analyze the application and prepare a report.

Rule 350-40-009 sets forth the procedure involving hearings on boundary requests. Rule 350-40-009(3) states that the hearing will be quasi-judicial and will allow the parties "including intervenors" to present information in a format that follows the present contested case rules of the Commission. Because of the important nature of the urban area boundary revision hearings, we strongly suggest that the specific rules for participation be set forth here as they are in Commission rules involving development reviews. Specifically we are concerned that the provisions specifying what requirements an intervenor must satisfy to participate are not set out.

Presently, for individual development applications, Rule 350-20-009 requires interested persons to submit written comments within 10 or 15 working days from the date the notice was mailed, depending upon the type of application. This is similar to the provision in proposed Rule 350 40-007 requiring interested persons to submit written comments within 20 days. If an appeal is subsequently taken to the Commission from the Executive Director s decision in a development review, a qualified individual may intervene in that appeal by complying with the time requirements in present Rule 350-20-012. However, there is no similar provision in the proposed rule for urban area boundaries. We suggest that the following language be inserted in the appropriate place in the proposed rule.

> Any person who submitted comments on an urban area boundary revision application pursuant to Rule 350-40-007(3) may participate in the urban area boundary revision hearing by filing a Notice of Intervention with the director within 20 working days of the date the director s report is prepared, pursuant to Rule 350-40 008. The Notice of Intervention shall also be served by mail upon the applicable county. The Notice of Intervention shall show that the person filing the Motion has submitted comments on the proposed boundary revision.

If an intervenor intends to submit written information, that information should be required to be submitted at least 10 days in advance of the hearing. This will enable all other parties to review the information as appropriate.

With the above suggested changes, we believe the proposed rule for urban area boundary revision hearings is adequate.

We will be happy to discuss these issues further with you and your staff.

Sincerely,

FRIENDS OF THE COLUMBIA GORGE

Gary Kahn

Gary K. Kahn
Land Use Counsel

GKK:sc
cc: Friends of the Columbia Gorge

Stuart Chapin moved that the Commission find that it was necessary to adopt the rule as an emergency rule due to the necessity for the Commission to begin reviewing proposed urban area boundary revisions as soon as possible. Ray Matthew seconded the motion, and it was passed unanimously.

Urban Area Boundary Revision Handbook

Brian Litt reviewed the revisions made to the draft urban area boundary revision handbook. He explained the criteria and suggested methodology included in the handbook.

Kris Olson Rogers said she is concerned with the cultural resources section of the handbook because it implies that applicants need only to look to the cultural resource inventory and state inventories. She said her concern is that these inventories are very inadequate.

Barbara Bailey asked if there should be some burden on the proponent to research the cultural resource issue further.

Joyce Reinig said that if the Commission requires the applicant to do a reconnaissance survey it could be a significant cost factor.

Nancy Sourek asked if the Commission has some obligation to assist in paying for additional cultural resource survey work?

Pat Bleakney said he thinks the Commission is going too far; that it is putting conditions on that something that may no longer be in the Commission's jurisdiction.

Kris Olson Rogers said the information is necessary before the Commission would amend the boundary. She said the Commission needs to make an informed decision.

Allen Bell said Olson Rogers' concern is valid. He expressed the concern that the Commission does not have the resources to provide the surveys. Bell discussed the issue of protection and identification of cultural resources.

Bleakney said surveys should be done at the time of proposed development.

Gary Kahn, Friends of the Columbia Gorge

Gary Kahn said the criteria in section 4f of the Act should be applied very strictly. He said Friends is concerned with creeping incrementalism. Kahn said that a revision would not just weaken protection but would eliminate it completely. He said that revisions should be made sparingly and only in very limited situations. Kahn said he feels the factor of administrative fiscal impacts is not what Congress intended. He said Friends feels that no open space lands should be lost to urban areas, that it would be inconsistent with the Act.

Susan Lourne, Skamania County

Susan Lourne said a number of Skamania County's concerns have been addressed by the revisions made by staff. Lourne reviewed the county's ongoing concerns. She complemented

staff for adding the factor of administrative fiscal impact. She noted that she has enjoyed working with staff on this project. Lourne said the work has lead to a degree of communication and trust between the county and the Commission.

Mary Ann Duncan-Cole, City of Stevenson
Mary Ann Duncan-Cole said that she looks at the handbook as a long-range tool. Duncan-Cole reviewed why the city and the county requested that the factor of administrative fiscal impact be included in the handbook. She said that she feels that protection of resources does occur within urban areas, including cultural resources. Duncan-Cole said that protection of the land can occur even if it is within an urban area. She noted that the city makes demands of both public and private developers in regards to protection of wetlands and cultural resources.

Scott Keillor, City of The Dalles
Scott Keillor said many of the city's concerns were voice by Wasco County. He noted that the city has been working with the county on this issue. Keillor noted that one of the city's concerns is that the 4f process should not be used to regulate lands within the urban areas. He said the city feels that some promises were made by the Commission in past discussions regarding urban area boundaries and possible map mistakes. Keillor suggested that there is no need to define "minor." He suggested that the Commission look more at the issue of significant reduction v. cumulative significant impacts.

Chuck Williams, Columbia Gorge Coalition
Chuck Williams suggested the Commission should put a one-year moratorium on the issue of urban area boundary revisions. He said that he feels the handbook is legitimate but that people are not dealing with reality. Williams said two years were spent in drawing the Scenic Area maps. He said there should be a no net loss policy in regards to urban areas. Williams suggested that if an urban area wants additional land then it should give some up to the Scenic Area. He said the requests by the City of Troutdale and Clark County for Scenic Area boundary revisions should be rejected out of hand.

Williams also noted that the Commission needs to hold meetings where more people can attend. He said it is difficult for people to get off of work to attend the Commission's meetings.

Contested Case Hearing - Gary Collins (continuation)
Joyce Reinig announced the continuation of a contested case hearing in the appeal of Gary Collins. She said she will act as presiding officer.

Larry Watters and Sinclair Kinsey provided a brief analysis of the proposed agreement. An amendment was suggested requiring that the use of the central facilities building be limited to campground users.

Michael Haglund, attorney for Gary Collins, reviewed Exhibit A which provides for the conditions of approval for the proposed development. Haglund asked that two letters be introduced into the record as Appellant's Exhibit 1 and 2. The exhibits are letters from Linda Hunter and the Skamania County Saddle Club. There were no objections to the exhibits and they

settlement. Joyce Reinig seconded the motion, and it was passed unanimously.

Urban Area Boundary Revision Handbook

Brian Litt and Allen Bell reviewed the proposed revisions/inserts to the draft urban area boundary revision handbook.

Stuart Chapin said he likes the refinements that have been proposed by staff. He said that he would like to keep clear the difference between major and minor revisions. Chapin said it seems to be the expectation that large acreages can be put through the process. He proposed adding language to the definition of minor revision: "or those revisions that do not result in a substantial expansion of the Urban Area."

Chapin moved that the above language be added to page 4 of the handbook. Joyce Reinig seconded the motion. The motion passed 8 to 1 with the following vote:

Bailey - Abstain	Lein- Absent	Olson Rogers - Aye
Bleakney - Aye	Matthew - Absent	Sourek - Aye
Butcher - Nay	Pitt - Aye	Thompson - Aye
Chapin - Aye	Reinig - Aye	Hansell - Aye

Kris Olson Rogers moved to accept staff's revisions to the proposed handbook. Stuart Chapin seconded the motion. The motion passed unanimously with Barbara Bailey abstaining.

Kris Olson Rogers said that she is concerned about including the issue of administrative fiscal impacts in the handbook. She said that it appears to have no relevance and is related to political concerns. Olson Rogers asked why staff recommended including this issue.

Brian Litt noted there are many things in the handbook that do not come directly from the Act. He said staff received comment from counties and jurisdictions on the issue of administrative fiscal impacts. Litt said staff was attempting to recognize the problem. He noted that the issue does not focus on private landowner impacts. He said the issue is not included because of politics but because it is related to economic impacts.

Nancy Sourek said she feels the Commission does have a role in the political arena. She said that including the issue of administrative fiscal impacts will help jurisdictions.

Barbara Bailey said that she is basically uncomfortable with the whole handbook. She said she feels that is has misconceptions in it and the Commission will be tied to its interpretations. Bailey said that she feels the rule the Commission adopted regarding urban area boundary revisions is enough direction for the public and counties.

Stafford Hansell said the handbook is not a rule and he feels that it is a good way to get started.

Nancy Sourek said the Commission promised the counties and urban area something to help them

through the process.

Bailey said she believes the handbook will be held up as a mini management plan and that it is a difficult document to understand.

Stuart Chapin suggested asking Larry Watters to comment on the language.

Larry Watters said that the Commission has wide discretion as to what it can publish for use as assistance. He suggested that any document should be faithful to the criteria in the Act.

Allen Bell reminded the Commission that the handbook does not bind the applicants or the Commission. He said it offers information on how the 4f criteria can be interpreted. Bell said the handbook is only a guide. He said that it does include some advance planning concepts but staff is trying to bridge the gaps between general and technical information.

Nancy Sourek asked Watters if the language in the handbook is tied directly to the criteria for the Act.

Watters said that he was not asked to review the handbook in legal terms. He said that if a detail provided for in the handbook is not provided for in the Act it may create situations that are not defensible. Watters said the Commission has to be careful with what it publishes. He said it needs to be in accordance with its authority. Watters said that he could come back with a more informed opinion at the next meeting.

Gayle Rothrock said that staff has tried to produce a handbook about the process as outlined in the workplan originally articulated by Dick Benner.

Joyce Reinig noted that the Commission has been addressing the issue of urban area boundaries and the handbook for at least 14 months. She said she does not believe the Commission will ever come up with a perfect document. Reinig said that staff has had to deal with a variety of issues. She said the handbook is only meant as a guide. Reinig said that if mistakes have been made in the handbook they can be corrected later when they are discovered.

Kris Olson Rogers said that if the issue of cultural resources could be solved she would support the handbook. She said a survey is needed to adequately respond to the issue of cultural resources. Olson Rogers said she also believes that the survey should be provided by the Commission. She said she is afraid that the Commission may be subject to lawsuit if it does not assess cultural resources. Olson Rogers said she would like to propose that any area proposed for an urban area boundary revision be surveyed for cultural resources by a qualified member of the Commission and/or Forest Service staff.

Allen Bell said that he agrees with Olson Rogers concerns. He said however, that the Commission and Forest Service are overextended now on their responsibilities regarding cultural resources.

Olson Rogers said there are provisions in the Act which specifically require the Forest Service to provide technical assistance. She said she feels the Commission is being generous in paying for a portion of Mike Boynton's salary.

Kathleen Butcher noted that the handbook is only a guideline/suggestion and that it is not possible to make the cultural resource survey a requirement.

Brian Litt suggested that the handbook only suggest that the cultural resource survey be done and not require it nor identify who would pay for the survey.

Nancy Sourek agreed with Litt's suggestion.

Joyce Reinig said she is concerned about the impact that a cultural resource survey will have on the counties.

Olson Rogers said she is not asking the counties to assume the costs of the survey.

Reinig said she also feels the Commission cannot afford the surveys and that the requirement is just another stumbling block being put before the counties.

Litt noted that protection of cultural resources is required under the Act. He said the concept is important. Litt said the handbook could suggest that the presence of unknown cultural resources could be assessed through surveys.

Bell suggested that language could be included in the handbook acknowledging that existing cultural resource surveys are not adequate and suggest that additional survey work may be necessary when warranted.

Reinig said she feels the Commission will still make the survey a requirement of the counties. She said she would like to include language about consultation with the Forest Service and Commission on the issue of cultural resources.

Kris Olson Rogers moved that the language suggested by Allen Bell be added to the proposed handbook and that the proposed handbook be accepted as revised. Kathleen Butcher seconded the motion. The motion passed 9 to 1 with the following vote:

Bailey - Nay	Lein - Absent	Olson Rogers - Aye
Bleakney - Aye	Matthew - Absent	Sourek - Aye
Butcher - Aye	Pitt - Aye	Thompson - Aye
Chapin - Aye	Reinig - Aye	Hansell - Aye

<u>Committee Business and Reports</u>

Enhancement Task Force

Pat Bleakney reported that the Enhancement Task Force will meet this afternoon immediately

URBAN AREAS BOUNDARY REVISIONS HANDBOOK

Columbia River Gorge Commission

February 11, 1992

I. INTRODUCTION

The Columbia River Gorge National Scenic Area Act authorizes the Columbia River Gorge Commission to make minor revisions to Urban Area boundaries after adoption of the Management Plan. Such revisions must comply with the procedural requirements in Section 4(f) of the Act. These provisions contain several key terms that may be interpreted in different ways. The primary purpose of this handbook is to assist local jurisdictions through the boundary revision process. The handbook recommends interpretations of these key terms and types of information which may be submitted to comply with these provisions in section 4(f).

Establishing some consensus on the meaning of the key terms and provisions in the Section 4(f)(2) will assist local jurisdictions in compiling the necessary application materials to successfully complete the boundary revision process. Such consensus assists the Commission in its deliberations on proposed minor boundary revisions.

This handbook serves as a guide, offering recommended interpretation and analysis tools. It is not intended to be used as mandatory rules or policies, nor is it exhaustive. The Commission may use other factors thought applicable to the key terms and provisions. Similarly, applicants may wish to pursue additional issues or analysis techniques they feel are applicable. The factors and analyses recommended herein are offered as suggestions which may assist in demonstrating consistency with the 4(f) criteria. Some of these recommended factors and analyses may not be relevant to a particular proposal and thus need not be addressed in such cases.

The handbook is divided into four sections. Section II summarizes provisions of the Act that address Urban Areas. The third section includes Commission interpretations of the key terms and provisions of Section 4(f). The last section of the handbook offers recommendations regarding information and analyses useful in demonstrating consistency with the criteria in Section 4(f)(2) of the Act.

II. OVERVIEW OF SCENIC AREA ACT PROVISIONS FOR URBAN AREAS

Congress designated thirteen cities and towns as Urban Areas: Cascade Locks, Hood River, Mosier, and The Dalles, Oregon; and Bingen, Carson, Dallesport, Home Valley, Lyle, North Bonneville, Stevenson, White Salmon, and Wishram, Washington [Scenic Areas Act, Section 4(e)]. The Urban Areas encompass about 28,500 acres. Their boundaries are shown on maps incorporated by reference into the Scenic Area Act, titled "Urban Areas, Columbia River Gorge National Scenic Area," numbered UA-004 sheets 1 through 11, and dated September 1986 [Scenic Area Act, Section 4(e)(2)].

The Urban Areas are exempt from regulation under the Scenic Area Act and the Management Plan [Scenic Area Act, Sections 6(c)(5) and 8(e)(2)]. They will be the focus of future growth and economic development [Scenic Area Act, Section 3(2)]. Industrial development is allowed only in the Urban Areas [Scenic Area Act, Section 6(d)(6)]. Commercial development is encouraged to occur in the Urban Areas [Scenic Area Act, Sections 6(b)(5) and 6(d)(7)]. Single-family dwellings and high-density and multifamily residential development may occur in Urban Areas without being constrained by scenic, natural, cultural, or recreation resources [Scenic Area Act, Section 6(d)(8)].

The boundaries of an Urban Area cannot be freely revised. The Commission's land use designations must "incorporate without change" the Urban Areas designated by Congress [Scenic Area Act, Sections 6(b)(7) and 6(c)(2)]. The Commission may make "minor revisions" to the boundaries of an Urban Area after the Management Plan is adopted [Scenic Area Act, Section 4(f)]. Boundary revisions must be consistent with the procedural requirements and criteria in Section 4(f) of the Act.

Three important procedural requirements are listed in Section 4(f)(1) of the Act: (1) requests to revise an Urban Area boundary must be submitted to the Commission by a county government; (2) the Commission must consult the Secretary of Agriculture before revising an Urban Area boundary; and (3) two-thirds of the Commission members, including a majority of the members appointed from each state, must approve any revision of an Urban Area boundary (votes from four members residing in Oregon and four members residing in Washington).

Section 4(f)(2) of the Scenic Area Act allows the Commission to revise Urban Area boundaries only if the following criteria are satisfied:

A. A demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the Management Plan;

B. Revision of Urban Area boundaries would be consistent with the standards established in Section 6 and the purposes of this Act;

C. Revision of Urban Area boundaries would result in maximum efficiency of land uses within and on the fringe of existing Urban Areas; and

D. Revision of Urban Area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces.

III. RECOMMENDED INTERPRETATIONS OF SECTION 4(f) SUBSTANTIVE PROVISIONS

Introduction and Methodology

The Act's requirements for minor boundary revisions include several substantive provisions. Practical application of these provisions requires some interpretation. In particular, the four criteria in Section 4(f)(2) include terms which may be interpreted in different ways by reasonable people. The nature of such interpretations will influence the type of analysis required to demonstrate compliance with the criteria. Clarification of the meaning of "minor revisions" will also be helpful.

Research into existing and recently-established planning programs helped derive an interpretation of key terms. This included a look at recommendations and requirements for local municipalities in establishing urban growth areas. Planning programs from several states were analyzed to determine whether such efforts were applicable to this situation and what lessons could be learned from the experience of others (e.g. Washington, Oregon, California, Florida and Minnesota).

Valuable perspective and input from officials representing Gorge counties, cities and port districts was also utilized in developing this handbook. Advice and recommendations have been gathered through meetings, telephone conversations and written communications over the last few months. Regional differences makes the experience of planning programs and state and local leaders in the Pacific Northwest particularly useful.[1]

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[1]Sources of information from Washington included the following: "A Growth Strategy for Washington State" (Final Report), Washington State Growth Strategies Commission, September 1990; "The Art and Science of Designating Urban Growth Areas, Phase II - Some Suggestions for Criteria and Densities" (Draft), Washington State Department of Community Development, November 1991; and "Issues in Designating Urban Growth Areas, Part I - Providing Adequate Urban Area Land Supply" (Draft), Washington State Department of Community Development, November 1991. The above referenced draft background reports include suggestions only and do not constitute adopted policies, rules or recommendations by the Washington State Department of Community Development.

Primary sources of information on Oregon's statewide planning program as it relates to Urban Areas were: "Oregon's Statewide Planning Goals", Oregon Land Conservation and Development Commission, 1990; "Oregon's Statutes on Land Use and Planning", Oregon Department of Land Conservation and Development, 1990; "Oregon Administrative Rules" (Oregon Legislature), May 1991.

Minor Boundary Revisions

"Minor revisions" are those boundary changes which do not have a significant effect on surrounding lands outside the Urban Area and beyond the immediate area subject to the boundary change or those boundary changes which do not result in a substantial expansion of an Urban Area.

Criterion A: "A demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the Management Plan"

Criterion 4(f)(2)(A) should be treated as a two-part criterion. Compliance with the criterion may be achieved by meeting one of the two parts. In either case, a need for the additional land proposed for inclusion in the Urban Area must be demonstrated. This need may be based on the long-range urban population growth requirements or an economic need of the jurisdiction.

To satisy this criterion in either case, economic growth prospects should be addressed. These may utilize the Commission's Economic Opportunity Study and/or other documentation of economic trends and economic development strategies for the community. A boundary change requested for residential and/or commercial land needed to accommodate long-range urban population growth (and the related infrastructure needs) should be based on economic growth assumptions and employment levels that go with these assumptions. In turn this information may influence the in-migration component of the population projection. A boundary change requested for land needed to provide for industrial development (and related infrastructure) should address the same kind of basic economic development assumptions.

It is recommended the term "long-range" refer to a 20 year planning period, commencing the year of the application. The term "planning period", as used in the handbook, means 20 years. Additional land needed to accommodate long-range population growth requirements should primarily consist of lands needed for residential growth, public facilities and infrastructure, such as roads and parks necessary to support the population growth anticipated during the planning period. A case for adding commercial lands to serve the needs of additional population may be included in this analysis. While additional industrial lands may be needed to provide employment in the community over the next 20 years, it is recommended that this be addressed as an "economic need".

A number of different factors may be used to demonstrate an economic need exists, including, but not limited to: (1) existing employment needs and future employment needs associated with economic growth assumptions; 2) specific geographic or locational requirements of economic activities of vital importance to the economy of the community; (3) regional market significance of subject Urban Area and requirements of economic uses relative to such factors; (4) infrastructure necessary to the economic

vitality of the community; and (5) adverse administrative fiscal impacts relative to Urban Area boundary location.

Proposed minor boundary revisions which are consistent with the other three criteria in Section 4(f)(2) should be considered consistent with the Management Plan pursuant to the last clause in criterion A.

Criterion B: "Revision of Urban Area boundaries would be consistent with the standards established in Section 6 and the purposes of this Act"

This criterion is intended to ensure Urban Area boundary revisions do not adversely affect the resources the Commission is required to protect and enhance under the Act.

Revisions of the Urban Area boundaries must be "consistent with the standards established in Section 6 and the purposes of this Act" [Scenic Area Act, Section 4(f)(2)(B)]. The first purpose of the Act indicates that Urban Area boundary revisions may be allowed if they protect and enhance scenic, cultural, recreation, and natural resources [Scenic Area Act, Section 3(1)].

The second purpose of the Act encourages growth to occur in existing Urban Areas and allows future economic development in a manner that is consistent with the first purpose of the Act [Scenic Area Act, Section 3(2)].

Section 6 of the Scenic Area Act also requires Urban Area revisions to protect and enhance agricultural and forest lands and open space. Agricultural and forest lands and open space means lands in the Management Plan designated Large and Small-Scale Agriculture, Commercial Forest Land, Large and Small Woodland, and Open Space [Scenic Area Act, Sections 2(b), 2(f), and 2(l), respectively].

Section 6 also establishes a standard of protection: new uses, including commercial and residential development and mining activities, cannot adversely affect scenic, cultural, recreation, or natural resources in the Scenic Area. The Commission may approve an Urban Area boundary revision that would not adversely affect these resources.

Adversely affect means "a reasonable likelihood of more than moderate adverse consequences for the scenic, cultural, recreation, and natural resources . . ." [Scenic Area Act, Section 2(a)]. When the Commission considers whether a boundary revision would adversely affect scenic, cultural, recreation, or natural resources, it is required by the Act to look at potential "cumulative impacts." The Commission must consider:

> The relationship between a proposed action [Urban Area boundary revision] and other similar actions [revisions] which are individually insignificant but which may have cumulatively significant impacts . . . [Scenic Area Act, Section 2(a)(3)]

There is some overlap in the substantive requirements contained in criterion B and criterion D. Both criteria protect agricultural lands, forest lands and open spaces.

Criteria B and D can be distinguished from each other. Criterion B addresses potential effects to all resources on lands within and adjacent to the proposed Urban Area boundary revision. Cumulative impacts should be considered under criterion B. In contrast, criterion D addresses only potential effects to agricultural and forest lands and open spaces on lands proposed for inclusion in the Urban Area.

The analysis for criterion B that addresses agricultural and forest lands and open spaces on lands proposed for inclusion in the Urban Area should be utilized to address criterion D. Thus, an analysis that shows a proposed Urban Area boundary revision to be consistent with criterion B should satisfy criterion D as well.

Criterion C: "Revision of Urban Area boundaries would result in maximum efficiency of land uses within and on the fringe of existing Urban Areas"

This criterion is intended to promote compact, efficient and orderly urban growth. In doing so, it also discourages scattered "leapfrog" development, sprawl and the negative economic, environmental, visual and social consequences associated with such development patterns. Several key factors may be used to gauge the efficiency of an Urban Area land use pattern. The following are suggested factors in addressing land use efficiency. They are general features typically associated with an efficient land use pattern and thus may not apply in all situations. The extent to which the proposed boundary change would achieve or contribute to efficient land use patterns should be discussed:

- Prevailing development densities are in a range capable of being served in a cost-effective and efficient manner by urban services and facilities;
- Prevailing development densities take advantage of opportunities for levels of development not available outside the Urban Area ("optimal use" of available land and development options);
- The subject jurisdiction has development standards and other provisions in place to ensure efficient site development and lot configuration patterns;
- Areas targeted for urban development are contiguous to or surrounded by areas with existing urban development and services, unless topographic or other physical barriers render such a pattern infeasible in the specific case;
- Buildable lands within existing city limits are targeted for urban development prior to buildable lands outside city limits;
- Areas already served or readily capable of being served by urban facilities and services are developed prior to lands not currently served or likely to be served in the near future by urban facilities and services; and

is also recommended that potential effects of the boundary change on the efficiency of land uses in areas outside but adjacent to the Urban Area boundary be addressed ("..on the fringe of existing Urban Areas").

Criterion D: "Revision of Urban Area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces"

Criterion "D" should be applied only to those lands proposed for inclusion in the Urban Area. It should not apply to adjacent or nearby agricultural or forest lands or open space resources. Analysis of potential adverse effects to adjacent or nearby lands or resources should be addressed under criterion "B".

Criterion "D" will be satisfied outright if the proposed boundary revision does not include lands designated Large-Scale Agriculture, Small-Scale Agriculture, Commercial Forest Land, Large Woodland, Small Woodland, or Open Space.

An analysis should be prepared if the proposed revision includes land designated Large-Scale Agriculture, Small-Scale Agriculture, Commercial Forest Land, Large Woodland, Small Woodland, or Open Space. As with "minor revisions", quantitative formulas should be avoided when determining what constitutes a significant reduction of agricultural lands, forest lands, or open spaces. Significance is often a function of values that are not related to the size of an area.

To evaluate the significance of a reduction of agricultural or forest lands or open spaces, it is recommended that the adverse effect standard be used. In the case of agricultural or forest lands, evaluation of adverse effects should consider resource suitability and commercial viability factors. With respect to Open Space lands, it is recommended that the significance of any reductions be based simply on whether the open space resources would be adversely affected.

At a minimum, it is recommended that the following questions be addressed in determining whether the proposed boundary revision would result in a significant reduction of agricultural lands, forest lands, or open spaces:

Agricultural or Forest Lands:

- Are the subject lands suitable for intensive, commercial agricultural production or commercial forest management? Evaluation of suitability should include soil capability, relevant climatic factors, size of contiguous land holding, adjacent land use, land improvements such as irrigation systems, etc.

- Is the area currently under - or has the area in the recent past been under - intensive, commercial farming or commercial forest uses?

- Would a conversion of the land to urban uses substantially impair the economic viability of an existing commercial farm or forest management unit?

Open Spaces:

Would the sensitive and/or significant natural, cultural, scenic or recreation resources contained in an Open Space designation be adversely affected if they were included in the Urban Area? Proponents should assume conversion to urban uses, unless specific local plan provisions or other commitments, such as deed restrictions, ensure protection of these open space values. In evaluating whether such open space resources would be adversely affected by inclusion in an Urban Area, also consider whether application of any existing local, state or federal laws and regulations would adequately protect those resources.

IV. RECOMMENDED INFORMATION TO DEMONSTRATE CONSISTENCY WITH SECTION 4(f)(2) CRITERIA

Criterion A: "A demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the Management Plan"

Demonstrating a Need to Accommodate Long-Range Urban Population Growth Requirements

It is recommended that this provision focus on the need to provide an adequate residential land supply and public facilities and services necessary to support the community's economic growth strategy and the anticipated additional population. In addition to land for residences, the land supply may include such facilities and services as roads, other transit corridors, utility rights-of-way, parks and open space, schools, and sewage treatment and solid waste facilities. To accommodate the commercial service needs of the community (based on the anticipated population in the planning period), additional commercial land may need to be added to the Urban Area if insufficient suitable land exists to meet the need inside this Urban Area. Recommendations regarding analyses that may help demonstrate this need are included after the discussion regarding residential land needs. It is recommended that the need for additional industrial land be addressed under "economic needs".

The analysis which helps to demonstrate that additional land is needed to accommodate long-range residential (and related public facilities) needs can be divided into three steps. The first step involves estimating the anticipated need for housing and necessary support facilities over the planning period. The next step consists of estimating the supply of buildable lands within the Urban Area. Lastly, a comparison of the need with the supply inside the Urban Area will define the extent to which the need can be met within the existing Urban Area.

Several important concepts involved in this analysis should be addressed. Some of the terms describing these concepts have different applications in various contexts. The following definitions are offered to provide for consistent application of these concepts within the Scenic Area.

Buildable lands: Those developable and redevelopable lands that are both suitable and available for residential development within the planning period.

Available lands: Lands that are suitable for development and that are reasonably likely to be available for development within the planning period.

Suitable lands: Those developable and redevelopable lands that are both capable of and appropriate for development, given physical and environmental constraints as well as local policies or other factors affecting land use.

Developable lands: Those vacant lands that are capable of accommodating development, considering physical and environmental constraints, safety hazards, potential capacity to receive urban facilities and services or other factors affecting development capability.

Redevelopable lands: Those partially developed and underdeveloped lands (containing some existing development) that are capable of accommodating additional development, considering physical and environmental constraints, safety hazards, potential capacity to receive urban facilities and services, or other factors affecting development capability.

Partially developed lands: Those lands containing development consistent with the type and intensity of development for which it is planned, but where additional development of the same type and intensity could be accommodated under the plan (e.g., a single-family dwelling on a 10 acre parcel in an area designated for single-family dwellings at a 1 acre density).

Underdeveloped lands: Those lands containing development of a different type or intensity than that for which it is planned, and where additional development consistent with planned uses could be accommodated (e.g., a single-family dwelling on a 10 acre parcel in an area designated for multi-family housing at a density of 10 units per acre).

The following steps summarize the analysis recommended to demonstrate a need for additional residential land and land devoted to public facilities and services necessary to support the additional population:

Step 1: **Estimate the anticipated need for additional residential lands and support facilities over the planning period.**

A. Evaluate the community's economic growth prospects. The Urban Area economy is the engine which generates growth in an Urban Area, and new employment

opportunities can induce population growth. The analysis should start with an outline of economic development assumptions for the Urban Area and the economic development strategy implicit in these assumptions. This strategy sets forth the economic goals of the community and identifies the sectors of the economy to be emphasized in the years ahead. For data used in employment analyses, the Appendix to the Commission's Economic Opportunity Study on "Population and Demographic Information" may be a useful source. The employment information for Urban Areas can be updated from the 1990 Census returns. Projections for the state as a whole and for its subregions prepared by state agencies may be useful in estimating how a locality can be expected to share in employment forecasts for larger areas. Estimates of future employment levels and economic development strategies provides one basis for estimating net migration rates used in population projections.

B. Estimate the projected population of the Urban Area in 20 years. Several relatively simple methods to forecast population growth of small communities can be utilized. Sources of information and/or technical assistance may include: the U.S. Census; state departments of housing, community development, and employment; research bureaus or social science divisions of local colleges and universities; and private consulting firms. Subtract the current Urban Area population from the total projected population in 20 years to derive the additional population expected in 20 years above current Urban Area population levels.

C. Estimate projected household size in 20 years. Typically, this type of information is derived from census data. Surveys of average household size within the subject Urban Area may be utilized, particularly if the survey information is recent and well-documented.

D. Estimate a housing unit vacancy rate in 20 years. Jurisdictions who have done this before often extrapolate existing vacancy rates into the future.

E. Divide the number derived in A by the number derived in B. Multiply this figure by the vacancy rate plus one (if the vacancy rate is 5%, multiply by 1.05, for example). The resulting number is the estimate of additional households needed in the planning period to accommodate the projected population, adjusted to account for the vacancy rate.

F. Convert this figure into acreage needed to accommodate this quantity of housing. To do this, assumptions about the mix of housing types and densities anticipated for each housing category in the planning period need to be made. Many jurisdictions have simply extrapolated from the current housing type mix and planned densities (allowed at buildout under the local plan) to derive this figure. As an example, the housing and density mix for Anytown, USA is as follows: 50% is single-family, 4 d.u./acre; 25% is single-family, 2 d.u./acre; and 25% is multi-family, 10 d.u./acre. Assuming this mix and density over the

planning period, the amount of land needed to accommodate the anticipated 100 new dwelling units would be:

100 x .50 divided by 4 = 12.5 acres
100 x .25 divided by 2 = 12.5 acres
100 x .25 divided by 10 = 2.5 acres
Total land area needed: = 27.5 acres

G. Adjust this figure to account for public facilities necessary to support the additional population. This figure is derived either through empirical data in the community, or by referencing trends from studies. Small cities and towns typically require 15 to 25% of additional land area beyond that required for housing alone. This land would accommodate transportation systems, utility corridors, parks, schools, and sewage plants. The resulting figure is the adjusted amount of land needed to accommodate anticipated population growth during the planning period.

Step 2: Estimate the supply of buildable lands within the Urban Area.

A. Calculate the existing supply of vacant, partially developed and underdeveloped lands within the Urban Area. Some judgement needs to be made (should be articulated as assumptions) as to when a partially developed parcel is very unlikely to be redeveloped in the planning period. This situation is particularly relevant to parcels where the difference between the existing level of development and the full buildout potential is small. An example of this is a one acre parcel with a dwelling where the plan designation allows a one-half acre density.

B. Calculate the supply of vacant lands that are developable and the supply of partially developed and underdeveloped lands which are redevelopable. To do this, subtract lands that, due to physical or environmental constraints or safety hazards, are not capable of supporting development. Following this, subtract any lands that are not likely to, or capable of, being served by urban facilities and services during the planning period. This may include lands that, although lacking physical constraints, may be very inaccessible or situated in such a manner that provision of urban facilities and services would be prohibitively expensive. Lastly, subtract lands already committed to some other use that will thus be unavailable for future development (such as lands with approved permits for a use not yet constructed or under construction). The end result is the supply of developable and redevelopable lands.

C. Estimate the supply of suitable, developable and redevelopable lands. The difference between the figure derived in B and those lands that are suitable involves applying local policies or other factors which limit development on lands otherwise capable of supporting additional development. Examples include development restrictions in an established historic district, or locational factors

rendering an area unsuitable (such as land capable of residential growth surrounded by and adjacent to a landfill).

D. Estimate the long-range availability of the supply of suitable, developable and redevelopable lands. Even accounting for partially developed lands not likely to be redeveloped, there is still a subset of suitable lands which may never be available for development, due to market factors, landowner preference, lot configurations, etc. This factor is perhaps the most difficult to assess and defend, but a realistic analysis of land needed to accommodate long-range growth address this. The availability factor is not a measure of what lands are available today, rather it addresses lands which are likely to be available in the planning period. Some studies of this factor exist; it is a newly-evolving area of land use planning. These studies may provide some guidance, as well as landowner surveys. The studies reveal that, typically, anywhere between 10 to 30% of potentially suitable land may not be available for development over the long-range. The resulting figure is the gross acreage of suitable and available buildable lands.

E. Estimate the net acres of buildable land available within the Urban Area. This involves subtracting an estimated percentage of the gross acreage to account for lands needed for public facilities necessary to support the residential growth. Again, either national, regional or state planning studies or empirical observations within the subject jurisdiction (if reflecting recent trends) may be used to justify this estimate. "Ball park" estimates for small cities and towns usually range between 15 and 25% of the gross acreage. The figure derived from this step is the net buildable acres available within the Urban Area.

Step 3: **Determine the unmet need for land required to meet long-range urban population growth requirements.** By subtracting the estimate of lands needed to accommodate long-range growth from the supply of buildable lands within the Urban Area, the amount of land needing to be added to the Urban Area to meet the long-range need is derived.

Commercial Lands and Accommodation of Long-Range Urban Population Needs:

One component of the land use needs generated by long-term urban population growth is the need for commercial services (including both retail and professional services sectors). Generally, this need can be met for small cities and towns with a much smaller land base than that required for residential land, roads, and other associated public facilities. However, cases may arise where there is an inadequate supply of usable land allocated for commercial uses to meet the needs of the population. Two different approaches are recommended for jurisdictions that may be faced with this situation. Empirical data gathered either in the subject jurisdiction or nearby communities on typical ratios of commercial square footage per capita (e.g., 250 square feet/1,000 residents) may be used to demonstrate this need. Similar ratios derived from regional or national land use studies may also be utilized.

Demonstrating an Economic Need:

The following summarizes some of the factors which can be helpful in demonstrating an economic need for an Urban Area boundary revision:

1. **Employment needs of existing or projected population:** If the analysis focuses on the needs of the existing population, recent unemployment statistics for the area may be helpful. Seasonal fluctuations in local employment trends, the need for year-round employment, and recent economic trends of the primary industries or other major employers in the area may document a need in this regard. Consideration should be given to employment opportunities in close proximity to the community that may, nevertheless, be outside the Urban Area but within easy commuting distance. Information on the ratio of jobs to housing in the community may also help demonstrate this need, particularly if there is a disproportionately low ratio of jobs compared to housing. Similar information may be used if the focus is the employment needs of the projected population. Future projections of employment needs should relate to the community's economic development strategy, as discussed earlier under the interpretation of Criterion "A".

2. **Geographic or locational requirements of economic activities of vital importance to the economy of the community:** This factor may come into play for industries and related uses with specific locational requirements including lands currently outside the Urban Area boundary. Since new industrial uses are prohibited in the General and Special Management Areas, the need for adequate industrial land to support uses of vital economic significance to the community within the Urban Area is crucial. The significance of particular industrial facilities to the community may be demonstrated, at least in part, by use of the employment statistics described above. Positive or negative fiscal impacts to the local government tax base may be relevant as well.

3. **Regional market significance of the subject Urban Area:** A number of Urban Areas in the Scenic Area function as regional service and trade centers for a larger rural area. These functions may include manufacturing and retailing of equipment for the agricultural industry, and tourist facilities and services for a surrounding recreational area. This factor may relate strongly to factor 2, in that some of the facilities and services serving the regional economy may have specific locational and siting requirements.

4. **Infrastructure improvements necessary to the economic vitality of the community:** This need may involve lands currently outside the Urban Area that are crucial to major infrastructural improvements on which the local economy depends. Good road or boat access to industrial sites is often a key prerequisite to the success of such operations. Other types of infrastructure needs which may be critical to the economic health of a community could include lands needed for sewage treatment plant expansions. Opportunities for future growth may be

stymied by inadequate capacities of key public facilities. Locational requirements of such facilities may necessitate a boundary adjustment.

5. Adverse administrative fiscal impacts: Where an Urban Area boundary bisects properties, resulting in portions of properties inside the line planned for urban development and services and portions outside limited to rural uses, an adverse administrative fiscal impact may occur. This may particularly be the case if such lands are inside municipal corporate boundaries, and substantial inefficiencies regarding delivery of urban services and land uses result from the boundary location.

Criterion B: "Revision of urban area boundaries would be consistent with the standards established in section 6 and the purposes of this Act"

When preparing an application for an Urban Area boundary revision, applicants should evaluate the presence and nature of scenic, cultural, recreation, or natural resources within the subject area. This can often be accomplished using the resource inventories included in the Management Plan. Other sources of information include federal and state resource agencies.

Natural resources should be clearly identified. Submittal of a detailed map of the affected area will help graphically portray such information.

Scenic Resources

The Commission must consider whether a proposed Urban Area boundary revision would protect and enhance scenic resources. The Landscape Sensitivity map included in the Management Plan can assist applicants. It ranks areas based upon their (1) ability to be seen from Key Viewing Areas, (2) visual diversity, and (3) ability to absorb development.

Lands ranked as critical or high sensitivity often include prominent landforms that have little vegetation to hide new development. Boundary revisions that include areas of critical or high landscape sensitivity should ensure future development will not detract or impair scenic values as seen from Key Viewing Areas. That is, future development should be visually subordinate. Determinations regarding landscape sensitivity should discuss the urban uses planned for the subject area, and any provisions adopted by local governments that protect scenic resources.

Landscapes that are less prominent and diverse and are covered with forests have moderate, low, or minimal sensitivity. New development can often occur in these areas without adversely affecting scenic resources.

Cultural Resources

It is a goal of the Commission to protect and enhance significant cultural resources. Significance is determined using the criteria in Policy 10 of the Cultural Resources chapter of the Management Plan.

A cultural resource inventory is included in the Management Plan. It was compiled using records from the Oregon State Historic Preservation Office and the Washington Office of Archaeology and Historic Preservation. Because less than 5 percent of the Scenic Area has been surveyed for cultural resources, this inventory is not complete. Reconnaissance and historic surveys of the affected area should be conducted, unless adequate surveys have been conducted in the past. Such surveys should include a surface survey and subsurface testing conducted by a qualified professional. The nature and extent of any cultural resources should be adequately documented. Applicants should consult with the U.S. Forest Service and Gorge Commission regarding technical and/or financial assistance in conducting such surveys.

If significant cultural resources exist in an area affected by an Urban Area boundary revision, their protection needs to be demonstrated to show consistency with this criterion. Applicants should assess the effects of future development on the affected cultural resources and discuss use of applicable mitigation measures to ensure long-range protection. The guidelines in the Management Plan describe specific procedures that should be followed.

The Nez Perce, Umatilla, Warm Springs, and Yakima Indian tribes have treaty rights within the Scenic Area. No action taken by the Commission, including Urban Area boundary revisions, "shall affect or modify any treaty or other rights of any Indian tribe" [Scenic Area Act, Section 17(a)].

Natural Resources

Natural resources include wetlands, streams and ponds, sensitive wildlife habitat, endemic and listed plants, and significant natural areas. The Management Plan defines these terms. It also contains maps that show the general location of natural resources in the Scenic Area. Agencies such as the Oregon Department of Fish and Wildlife, Washington Departments of Wildlife and Fisheries, the Oregon and Washington Natural Heritage Programs, and the U.S. Fish and Wildlife Service can provide site specific information.

The Commission's objective is to keep conflicting uses from encroaching on sensitive natural resources. The natural resource provisions in the Management Plan should be used to determine if an Urban Area boundary revision would adversely affect natural resources.

Adverse affects on sensitive natural resources can often be avoided by careful siting and conditions on new development. Buffers are an important tool to protect and enhance many natural resources. Applications should address any provisions adopted by the

local government that may protect natural resources, or other applicable state or federal regulations which provide such protection.

Recreation Resources

The Act requires public and private recreation resources must be protected and enhanced. These include, but are not limited to, education and interpretive facilities, campgrounds, picnic areas, boat launch facilities, and river access areas.

The Commission is required to consider if an Urban Area boundary revision would adversely affect existing or planned recreation facilities. Applicants should determine if existing or planned recreation resources exist within the affected area. The Forest Service prepared an inventory of existing recreation facilities. The Management Plan includes a Recreation Development Plan. This plan identifies high priority recreation projects that could be developed in the future.

To be consistent with this criterion, proposed boundary revisions should not introduce uses that conflict with important recreation resources. This can include adverse effects on lands adjacent to the boundary revision area. The Management Plan contains techniques to help avoid such conflicts, including buffer zones and site planning.

Agricultural and Forest Lands and Open Space

The Commission will consider whether an Urban Area boundary revision would adversely affect adjacent lands designated Large or Small-Scale Agriculture, Commercial Forest Land, Large or Small Woodland, or Open Space. These lands are shown on the Land Use Designation map that is included in the Management Plan. Potential effects to agricultural lands, forest lands or open spaces within the proposed area may be addressed under criterion D. This information is need to satisfy both criteria B and D.

Uses that conflict with agricultural or forest practices or open space resources should not be introduced on adjacent lands. High density residential or commercial development adjacent to resource lands may in some circumstances force farmers and timber managers to curtail accepted management practices that are considered a nuisance. The effects of high density development, such as vegetation removal and stormdrain runoff, may pollute wetlands and streams, compromise wildlife habitat, and adversely affect other open space resources.

Applicants should address the offsite effects that would result from urban uses planned for the subject area. Resource specialists from federal and state agencies or private consultants can provide valuable assistance. Mitigation plans and local ordinances may help to reduce otherwise significant effects to an insignificant level.

Criterion C: "Revision of urban area boundaries would result in maximum efficiency of land uses within and on the fringe of existing urban areas"

The following summarizes some of the information which may be used to document that a boundary revision will result in maximum efficiency of land use within and on the fringe of the existing Urban Area:

1. **Prevailing densities allow for cost-effective, efficient delivery of services and make optimal use of development opportunities:** A strong relationship between prevailing densities of development and cost-effective, efficient delivery of services has been documented in the planning literature. Generally, provision of sewer service and some other types of urban services and facilities in a cost-effective, efficient manner is associated with prevailing densities greater than 2 dwelling units per acre. Sewer service is often a key limiting factor in accommodating additional urban development, and frequently requires a greater public investment per capita than other public facilities or services. Information on existing or planned densities, as they relate to existing or planned infrastructure systems, may help document efficiencies of land use. System capacities, planned expansions and data on per capita costs of service delivery may also be relevant.

   In a related vein, areas where existing land uses are substantially less intensive than the use planned for the area (underdeveloped) may create land use inefficiencies. Making optimal use of the available land base is an important feature of an efficient land use pattern. Data comparing existing densities with those allowed for in the local plan may illustrate the degree of efficiency relative to this factor.

2. **Contiguity of areas targeted for urban development with areas having existing urban development and services:** This factor encourages compact, orderly growth patterns and discourages scattered, "leapfrog" development and low-density sprawl. Skipping over lands contiguous with existing urban development to focus on outlying areas often results in a land use pattern that is very costly to service. This factor closely relates to the factors described above regarding densities/cost-effectiveness of service delivery. Maps and supporting reports showing the spatial relationships between areas targeted for urban development and areas with existing urban development and facilities would be relevant in evaluating this factor. In some cases, topographic or other physical barriers may prevent the establishment of contiguous, phased growth patterns consistently throughout an Urban Area.

3. **Areas already served or readily capable of being served by urban facilities and services are developed prior to areas not served or readily capable of being served by urban facilities and services:** Infilling into areas where urban facilities and services exist or are imminent before channeling development into other areas is also closely related to avoiding "leapfrog" development and the establishing logical, orderly growth patterns. Cost-effective, efficient service

delivery is strongly influenced by this factor. Much of the recommended information discussed above may be used to demonstrated how the community is planned to expand in a logical sequence.

4. **Buildable lands within existing city limits are targeted for urban development prior to buildable lands outside city limits:** Annexation of lands to a city is a common tool used to encourage orderly and efficient urban growth. Local and/or state policies often significantly limit the extension of urban facilities and services (and the associated higher densities) outside of city limits. Maps and supporting materials showing the relationship of areas targeted for growth with existing city limits may illustrate how proposed boundary revisions address this factor.

5. **Efficient site development and lot configuration patterns are achieved by local development standards and other provisions:** Many local ordinances contain standards for site development and land divisions that facilitate efficient development patterns. Such provisions may include: prohibition on creation of "flagpole" lots and difficult to access lots (as related to existing circulation systems), setback standards, lot coverage standards, planned unit development provisions, etc.

Criterion D: "Revision of Urban Area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces"

If a proposed boundary revision includes lands designated Large-Scale Agriculture, Small-Scale Agriculture, Commercial Forest Land, Large Woodland or Small Woodland, the following information is recommended:

1. Suitability for intensive, commercial agricultural production or forest management:

    a. U.S.D.A., Soil Conservation Service agricultural capability rating (Classes I-VIII) for agricultural land, U.S.D.A. Soil Conservation Service woodland suitability site index or other site index measures for forest land;

    b. Size of parcel and/or contiguous land holdings;

    c. Adjacent land use and parcel pattern;

    d. Ownership classes of subject and adjacent lands, for forest lands (private, public, industrial timber companies);

    e. Relevant land improvements (irrigation system, water storage, roads, etc.);

    f. Any other factors relevant to agricultural land or forest land suitability (e.g. climate, prior land use commitments).

2. Current use status:

   a. Field visit reports, air photos, letters from landowners or lessees regarding status of subject area's current and past land use;

   b. Similar information for adjacent lands.

3. Potential to impair economic viability of commercial farm or forest unit:

   a. Information on nature of current farm or forest operation in subject area (if applicable), potential economic loss from boundary change and conversion to urban uses;

   b. Other relevant data to document potential impact of boundary change on economic viability of the operation.

Some of this information is contained in the soil surveys compiled for each county by the U.S.D.A. Soil Conservation Service. Information on parcel and ownership patterns and land uses is available at county or city planning and building departments, or the offices of the Commission or Forest Service. Information on current use may be provided by air photos, which are also available at the Commission or Forest Service offices and in some cases, local planning departments. Information on the nature of an existing operation should come from operators and/or landowners.

If a proposed boundary change includes lands designated Open Space, the information recommended under criterion 4(f)(2)(B) should be utilized to determine whether sensitive and/or significant scenic, natural, cultural or recreation resources exist in the subject area. If this is the case, a demonstration should be provided that local policies, state or federal laws or other measures to protect these resources will be applied.

Sources of information on the presence of sensitive and/or significant resources include resource inventories of the Commission and Forest Service, state and federal resource agencies, county and city resource inventories, and those maintained by tribal governments.

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1997 "Mapping Discrepancies" Report

After the Commission adopted the urban area boundary rule and handbook, Gorge counties expressed interest in making several applications. In response, as a way of prioritizing requests, the Commission requested a staff report on possible discrepancies in Congress's mapping that counties had reported. In November 1997, staff presented a report to the Commission reviewing 15 discrete areas in six urban areas. The Commission reviewed each discrepancy and voted whether to refer that discrete area to the 4(f) process. The Commission also had a lengthy discussion of what process to use to address the discrepancies and decided to use the 4(f) process because it was the only process specified in the Act.

The "mapping discrepancies" report and the Commission's November 1997 meeting minutes are included in this background notebook.

Columbia River Gorge Commission

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MEMORANDUM

TO: Gorge Commissioners

FROM: Jonathan Doherty, Executive Director
Brian Litt, Senior Planner
Kevin Kilduff, Planner

DATE: November 10, 1997

SUBJECT: Review of Urban Area Mapping Discrepancies

The attached materials present the Commission staff review of Urban Area mapping discrepancies where city limits or Oregon urban growth boundaries extend beyond Urban Area boundaries. In carrying out this review, staff met with the six affected municipalities and three counties, researched maps and documents in Commission, Forest Service and state archives files, and interviewed former Congressional, Commission and Forest Service staff.

The review material is presented in three parts. In brief, these parts outline the following information:

Part I - Recommended Approach for Correcting Mapping Errors
This section outlines the recommended approach the Commission should follow for correcting mapping discrepancies which it finds to be unintended or in error. Specifically, it recommends the Commission use its authority under Section 4(f) of the Scenic Area Act to make any corrections in urban area boundaries. Following this approach, the Commission could finalize all corrections within a few months.

Part II - Background on Urban Area Mapping Process
This section provides a brief overview of the origin of Scenic Area maps.

Part III - Evaluation Sheets on Mapping Discrepancies
This section includes individual evaluation sheets on each discrepancy between city limits or Oregon urban growth boundaries and urban area boundaries. The sheets present individual recommendations on treatment of each discrepancy. These individual recommendations are summarized on page 5.

At the November 18 Commission meeting, staff will present this information. There will be opportunities for municipalities, other stakeholders and the public to make comments and for Commissioners to ask questions. Staff will recommend that the Commission move to initiate the urban area boundary revision process for areas where the Commission believes a mapping discrepancy should be corrected. The revision process would follow Commission Rule 350-40 (Urban Area Boundaries). A hearing and final action on any revision applications could occur in mid-winter.

Attachment

COLUMBIA RIVER GORGE COMMISSION

REVIEW OF MAPPING DISCREPANCIES IN URBAN AREA BOUNDARIES

November 10, 1997

PART I Recommended Approach for Correcting Mapping Errors

Introduction

Starting in September of this year, Gorge Commission staff began investigating a number of mapping discrepancies regarding the boundaries set by Congress in the Scenic Area Act for Urban Areas. In 14 cases, the boundaries established in the Urban Area maps referenced in the Scenic Area Act do not follow either previously-established city limits or Urban Growth Boundaries (for Oregon municipalities). These situations occur in six of the thirteen Urban Areas.

The focus of this project has been to conduct research to determine why there is a discrepancy between the Urban Area maps and previously established city limits or Urban Growth boundaries (UGBs). If the research indicated the discrepancies were unintentional or the result of a mapping error, the Commission would then make recommendations to Congress that the boundaries be revised accordingly.

At the outset, Commissioners and staff selected this approach, rather than seeking minor boundary revisions through the process authorized in Section 4(f) of the Scenic Area Act. This decision reflected a view of the primary purpose of Section 4(f) as addressing urban expansion needs while protecting the Scenic Area. Correcting mapping errors has been seen as a different type of issue, and thus an alternate way of addressing them was sought.

Research over the last two months included interviews with past and present Congressional staff, city and county representatives, prior Gorge Commission and Forest Service personnel, and others involved in creating the Urban Area maps. Available memos, reports, maps and the Congressional Record and related notes were also examined (see "Background on Mapping Process" below). As a result of the research, staff is recommending a different approach to resolving these boundary issues than originally envisioned.

Instead of seeking boundary revisions through Congress, staff recommends that the Commission use its own authority to make minor revisions in Urban Area boundaries to address these discrepancies. This approach can rectify those discrepancies reflecting mapping errors while being concordant with the purposes of the 4(f) criteria. Working cooperatively with the cities and counties, staff would prepare applications for minor boundary revisions to Urban Areas at locations identified as mapping errors. The Commission could address most of these cases under the authority granted it by the Act.

Why Use of Commission Authority is Recommended

Any effort involving recommendations from the Gorge Commission that Congress revise Urban Area boundaries to correct mapping errors could take several years to complete. In contrast, the Commission could make final decisions on minor revisions through Section 4(f) criteria in a few months.

Under the proposed approach, the Commission would review applications for minor revisions to Urban Area boundaries where the evidence points to a discrepancy in mapping that does not reflect Congressional intent. The recent research conducted on this subject indicates that some situations fall into this category, while others reflect deliberate decisions.

In several cases, no clear reason or logic to explain several of the boundary discrepancies could be gleaned from the research. In such cases, the discrepancies seem to conflict with general principles reflecting Congressional intent for Urban Areas. For example, it was the general intent that lands in city limits be included in Urban Areas and that the UGB's in Oregon be followed.

In contrast, several cases seem to reflect a deliberate policy decision to diverge from these general principles for specific reasons. For example, areas where city limits and UGB's included large areas of the Columbia River mainstem were consistently excluded from the Urban Areas. Also, the decision to exclude portions of the Pierce National Wildlife Refuge within the North Bonneville city limits from the Urban Area was quite deliberate.

Based on these findings, staff recommends that those boundary cases that seem clearly at odds with Congressional intent be reviewed through applications for minor boundary revisions pursuant to Section 4(f) of the Act. This focuses Urban Area boundary revision efforts on those cases where the research shows mapping that does not match Congressional intent. Alternative strategies for addressing the concerns of those jurisdictions not included in this review should also be pursued by the Commission.

The cases where the Urban Area boundaries do not follow previous city limits or Urban Growth Boundaries (UGB's) represent a unique and finite set of circumstances. Such cases could be resolved at one time, without creating a precedent with broader applicability to other Urban Area boundary issues. The approach would only be applied to cases where discrepancies between Urban Area and city limit or UGB boundaries exist and are inconsistent with Congressional intent.

A strong case can be made that urbanization of potentially developable lands within city limits should precede urban expansion beyond city limits. Such a sequencing of urban growth (first within existing city limits, then to surrounding urban growth areas) is commonly accepted as fundamental to efficient urban land use patterns and avoidance of sprawl. Including such lands in the Urban Areas would be consistent with the criterion in section 4(f) regarding maximizing efficiency of land uses within and on the fringe of urban areas.

Potentially developable lands that were included within established UGB's in Oregon reflect a careful evaluation of the community's long-term urban growth needs. The UGB's approved by Oregon DLCD were all reviewed based on long-term growth projections and amount of buildable lands needed to accommodate various uses over long-term time horizons. In drawing and approving these UGB's, both the local jurisdictions and the state determined the area of land within and around these cities needed to accommodate long-range urban growth and economic requirements.

Where these situations coincide with a finding that Congress did not intend to supercede this approach, minor boundary revisions can be made through Section 4(f).

Conclusion

Those cases where discrepancies exist between Urban Area, city limits, and/or UGB's that are not consistent with Congressional intent are resolvable through the Commission's authority granted in Section 4(f) of the Act. As required by the Act, a county would have to submit an application for a minor Urban Area boundary revision to the Commission. The Commission should use the information prepared through this review to directly assist counties and municipalities in writing and submitting these applications.

Those cases where the research points to deliberate boundary decisions reflecting Congressional intent may still pose remaining significant concerns to the community. Such situations should be addressed through alternate means.

Specific recommendations for each boundary situation follow in the third section of this report.

PART II

Background on Mapping Process

The boundaries of Urban Areas in the Scenic Area were established by Congress in 1986, as part of the passage of the Scenic Area Act. To depict these boundaries, a series of maps were produced which are cited in Section 4 of the Act as follows:

> The boundaries of the urban areas shall be generally depicted on the map entitled "Urban Areas, Columbia River Gorge National Scenic Area", numbered UA-004 sheets 1 through 11, and dated September 1986..."

These Urban Area maps are depicted on USGS 7.5 Minute Series Topographic Quadrangle maps (1"=2000', or "quad scale"), and larger maps for Hood River and The Dalles Urban Areas. Similar sets of maps were developed depicting the exterior boundary of the Scenic

Area and the boundaries of the Special Management Areas. The maps developed by Congress were drafted by staff from the Northwest Congressional delegation.

In November 1986, these "quad scale" maps, larger Urban Area maps and a 1"=1 mile version, all referenced in the National Scenic Area Act, were transmitted to the Northwest Regional Office of the Forest Service in Portland. Forest Service staff were directed to take the working maps and produce a set of quad scale maps for publication combining the Scenic Area boundary, SMA and Urban Areas. In this process, Forest Service staff made a few minor refinements where the original maps were unclear or inaccurate. The Forest Service maps were transmitted to Congressional authorizing committees in December 1986 for review.

In January of 1987, the final set of Forest Service Scenic Area base maps that are still in use today were produced for general distribution. They cover the entire Scenic Area at the 1"=2000' scale, and also include larger maps of the Urban Area boundaries for Hood River and The Dalles. Commission staff research for this review included examination of both the official September 1986 Congressional maps referenced and adopted in the Scenic Area Act and the January 1987 Scenic Area maps prepared by the Forest Service.

As a result of the current Commission review of the Urban Area maps, several conclusions can be drawn about the discrepancies between Urban Area, city limits and urban growth boundaries. First, in one case there is a discrepancy between Forest Service and Congressional maps, in which case the Congressional maps should control. Second, in some cases, discrepancies were intentional because of some conflict between city limits or urban area boundaries and other Scenic Area objectives. Finally, there are a number of instances where the evidence shows Congressional staff did not follow existing city limits or urban growth boundaries, but there is no information supporting a rationale for the final map line. In many of these last instances there appears to have been a lack of available information at the time and place where maps were drawn.

PART III Evaluation Sheets on Urban Area Mapping Discrepancies

SUMMARY

Area	Municipality	Area Name	Finding/Recommendation
1A	N. Bonneville	West Boundary Area	
		• Pierce NWR in SMA	intentional; do not change
		• Pierce NWR in UA	appears unintended; correct
		• 3 acre private plat	appears unintended; correct
		• Port of Skamania	appears unintended; correct
1B	N. Bonneville	Beckman Parcel	appears unintended; correct
1C	N. Bonneville	Moffet Hot Springs	appears unintended; correct
1D	N. Bonneville	Fort Rains	appears unintended; correct
2	Stevenson	Iman Lake Triangle	appears unintended; correct
3A	Cascade Locks	West Boundary Area	appears unintended; correct
3B	Cascade Locks	South Boundary Area	appears unintended; correct
3C	Cascade Locks	Columbia R/Thunder I.	
		• Columbia River	intentional; do not change
		• Thunder Island	appears unintended; correct
4	Hood River	Columbia River Area	intentional; do not change
5A	Mosier	Mosier Waterfront	intentional; do not change
5B	Mosier	HCRH	appears intentional; do not change
6A	The Dalles	Columbia River	intentional; do not change
6B	The Dalles	I-84	Forest Service drafting error; simple redrafting required
6C	The Dalles	Dry Hollow Elementary	carries forward UGB mapping error; correct
6D	The Dalles	West Thirteenth Street	appears unintended; correct

Columbia River Gorge National Scenic Area
Urban Area Boundary Review

Area 1A - West Boundary Area
North Bonneville (Map 1)

Location
The west end of the City of North Bonneville, Skamania County, Washington, in Township 2 North, Range 7 East, Section 41.

Situation
The west boundary line of the North Bonneville Urban Area affects three separate ownerships that are described below. The city has consistently requested that Sub-areas 2 and 3 (see below) be included in the Urban Area.

1) Approximately 173 acres of the over 300-acre Pierce National Wildlife Refuge lie within the city limits of North Bonneville but outside the National Scenic Area Urban Area boundary. The City of North Bonneville is not disputing the exclusion of the wildlife refuge from the Urban Area. Approximately 3 acres of the wildlife refuge is included within the boundary of the Urban Area.

2) Approximately 3 acres of the original plat of North Bonneville lie outside of the Urban Area boundary.

3) Approximately 24 acres of Port of Skamania land (including a portion of Beacon Rock Golf Course) within the city limits of North Bonneville lie outside of the Urban Area boundary.

Ownership

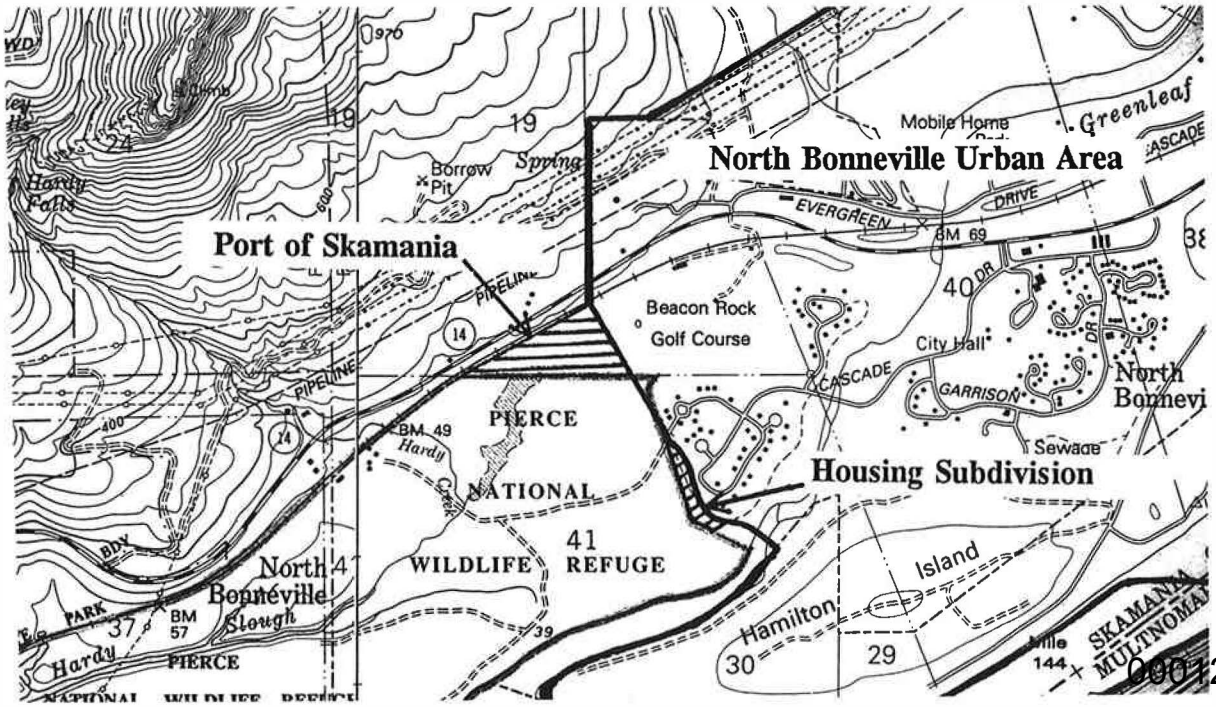
Sub-area 1:	Federal
Sub-area 2:	Private
Sub-area 3:	Port of Skamania

Land Use Designation
SMA Open Space

Discussion
This case arises from an attempt to draw the Urban Area line along a common ownership boundary of three adjacent properties. The Urban Area boundary was drawn approximately along the eastern border of the wildlife refuge. Former Congressional staff indicated that the intent in drawing the western boundary of the North Bonneville Urban Area was to include the Pierce Wildlife Refuge in the Special Management Area. The line approximates the refuge ownership, but was drawn on a USGS base map without an exact overlay of the refuge ownership. The line was drawn as a straight connection from the city limits boundary to the north to a truck haul road visible on air photos and the USGS map.

The affected properties are Pierce National Wildlife Refuge, a residential subdivision, and Port of Skamania land on the refuge boundary. The resultant Urban Area line left most of the wildlife refuge outside the Urban Area, with the exception of approximately three acres. A portion of the subdivision was excluded from the Urban Area, as was the port land.

An interview with former Congressional staff indicated that had the boundaries of the subdivision and port property been clearly depicted on a map, they would have been included within the North Bonneville Urban Area (Joe Mentor, October 1, 1997). North Bonneville provided Congress with a



map in 1985 entitled "North Bonneville Sphere of Influence - Preliminary", that depicted existing city limits and the area of proposed urban growth. In the subject area, well within the city limits, parcel boundaries are not illustrated, so the port property and subdivision were inadvertently included as part of the wildlife refuge.

Conclusion

The Pierce National Wildlife Refuge was intentionally excluded from the boundary of the North Bonneville Urban Area. It is not an error. However, the inclusion of approximately 3 acres of the wildlife refuge in the Urban Area is an error and should be corrected.

Research reveals that Congress intended to exclude the Pierce National Wildlife Refuge from the Urban Area and include all other lands inside the city limits within the North Bonneville Urban Area. The placement of the Urban Area boundary along an existing haul road was in error. The Urban Area boundary should be corrected to include all of the subdivision and the port property.

Columbia River Gorge National Scenic Area
Urban Area Boundary Review

Area 1B - Beckman Parcel
North Bonneville (Map 1)

Location
The northwest boundary of the City of North Bonneville, Skamania County, Washington, in Township 2 North, Range 7 East, Section 20.

Situation
Approximately 2 acres within the city limits of North Bonneville lies outside of the Urban Area boundary. The city requests that this land be included within the Urban Area.

Ownership
Private

Land Use Designation
SMA Forest

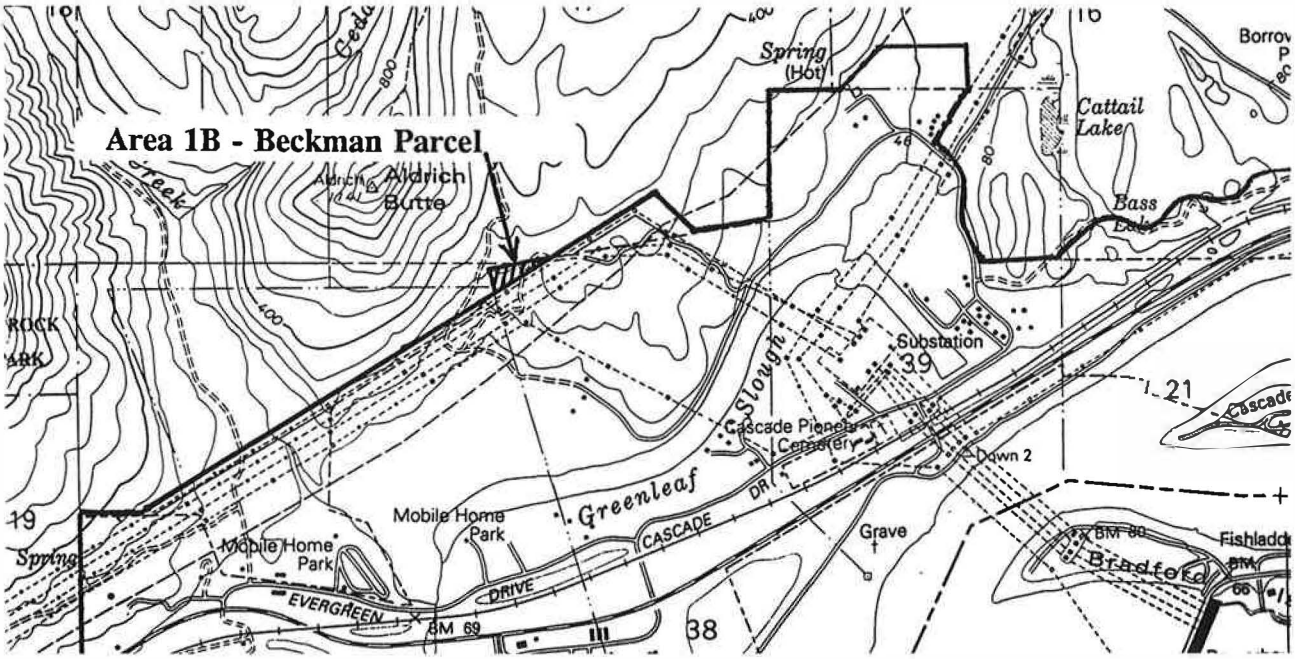
Discussion

The northwestern boundary of the North Bonneville Urban Area follows a Bonneville Power Administration right-of-way with a southwest to northeast orientation. The Beckman parcel lies outside of the right-of-way, but within the city limits. Congressional files, kept in the Washington State archives, includes a map labeled "North Bonneville Sphere of Influence - Preliminary" which illustrates an area around the city proposed for future growth. The base map used by the city to draw the sphere of influence does not accurately depict the city limits at this location. The Beckman parcel is illustrated on this map as outside the city limits. The city limits are shown on the 1979 USGS base map. The Beckman parcel appears on the 1979 USGS map within the city limits, but is easily lost among the BPA transmission lines, donation land claim boundaries, section lines, and a gas pipeline.

According to former Congressional staff, outstanding features such as power lines and topographic features were often used to define Urban Area boundaries (Joe Mentor, personal interview, 10/1/97). In this case, the power lines were used because they provided a definitive east-west feature. It was apparently not the intent of Congress to exclude the city limits which extend beyond the power lines.

Conclusion

The intent of Congress was to include the North Bonneville city limits, except for the wildlife refuge, within the Urban Area boundary. The subject parcel is within the city limits but was excluded from the Urban Area. Difficulty in identifying the city limits on the USGS map and an outdated base map on the sphere of influence map contributed to the parcel being excluded from the Urban Area. It appears an error was made in mapping the Urban Area with respect to the Beckman parcel. It should be corrected.



Columbia River Gorge National Scenic Area
Urban Area Boundary Review

Area 1C - Moffet Hot Springs
North Bonneville (Map 1)

Location
The northern boundary of the City of North Bonneville, Skamania County, Washington, in Township 2 North, Range 7 East, Section 16.

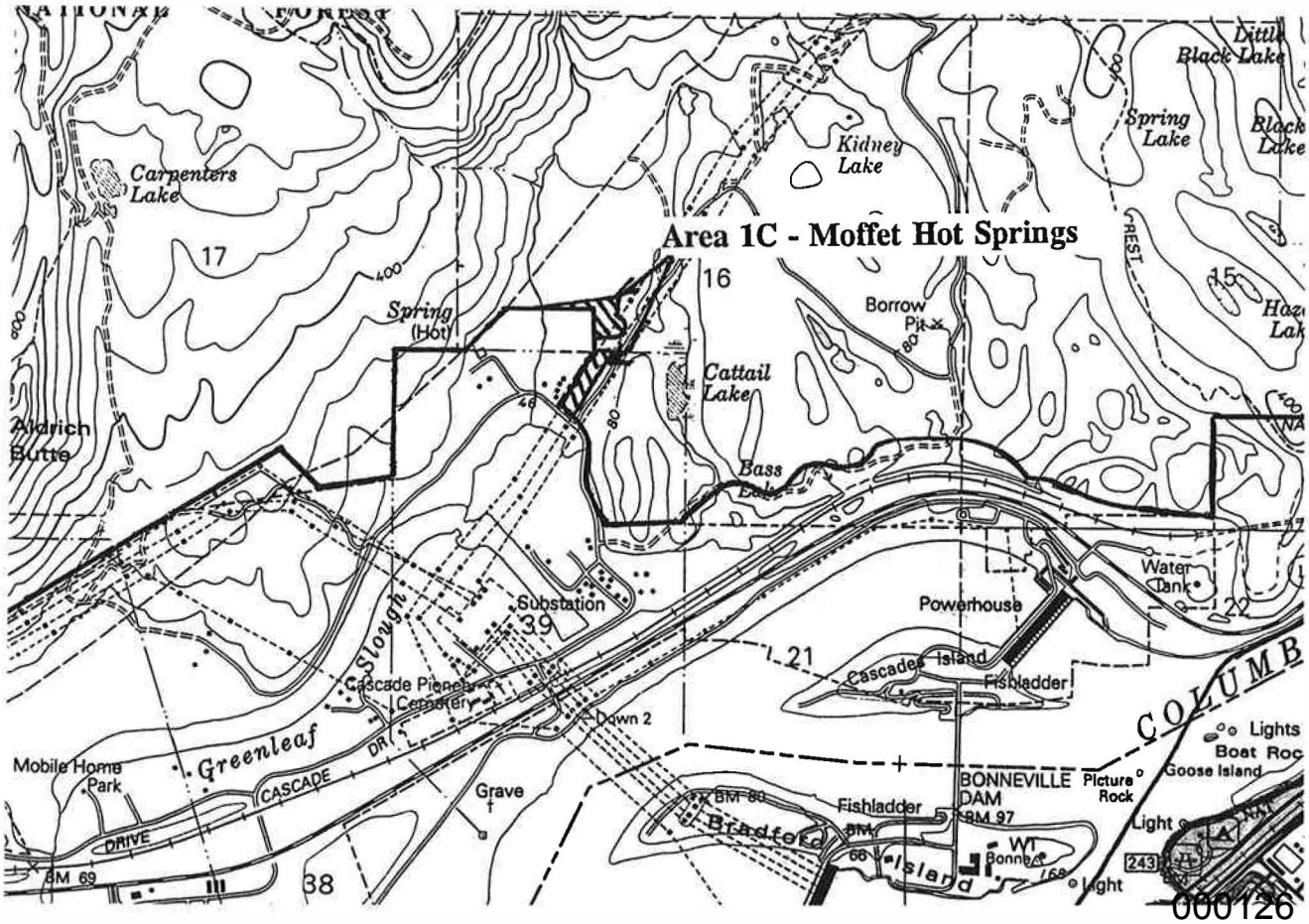
Situation
Approximately six acres of the city limits of North Bonneville extends beyond the Urban Area near Moffet Hot Springs.

Ownership
Private

Land Use Designation
GMA Commercial Forest

Discussion
The Urban Area boundary was drawn based on the city limits as depicted on the 1979 USGS quad map. The 1979 USGS quad map is incorrect in the area of the hot springs; the actual city limits is approximately 250 feet to the east of what is depicted. The city limits are correctly shown on the 1985 sphere of influence map given to Congressional staff. There is a significant difference between the map scale on the 1979 USGS map and the city's sphere of influence map. Accounting for the difference in scale, it would be easy to mistake the line on the 1979 USGS as the correct city limits boundary.

Conclusion
With the exception of the Pierce National Wildlife Refuge, the Urban Area boundary generally respects the city limits of North Bonneville. In the hot springs area, the Urban Area line follows an incorrect depiction of the city limits boundary on the 1979 USGS quad map. Apparently, the intent was to follow the city limits, but the incorrect boundary line was followed. Thus, the line drawn reflects a mapping error that should be corrected.



Columbia River Gorge National Scenic Area
Urban Area Boundary Review

Area 1D - Fort Rains
North Bonneville (Map 1)

Location
At the east end of the City of North Bonneville, Skamania County, Washington, in Township 2 North, 7 East Range , Sections 14 and 15.

Situation
Approximately 10 acres of the city limits extends beyond the Urban Area boundary at the east end of town. The city has requested inclusion of this area in the Urban Area.

Ownership
Private
Washington Department of Natural Resources
Corps of Engineers

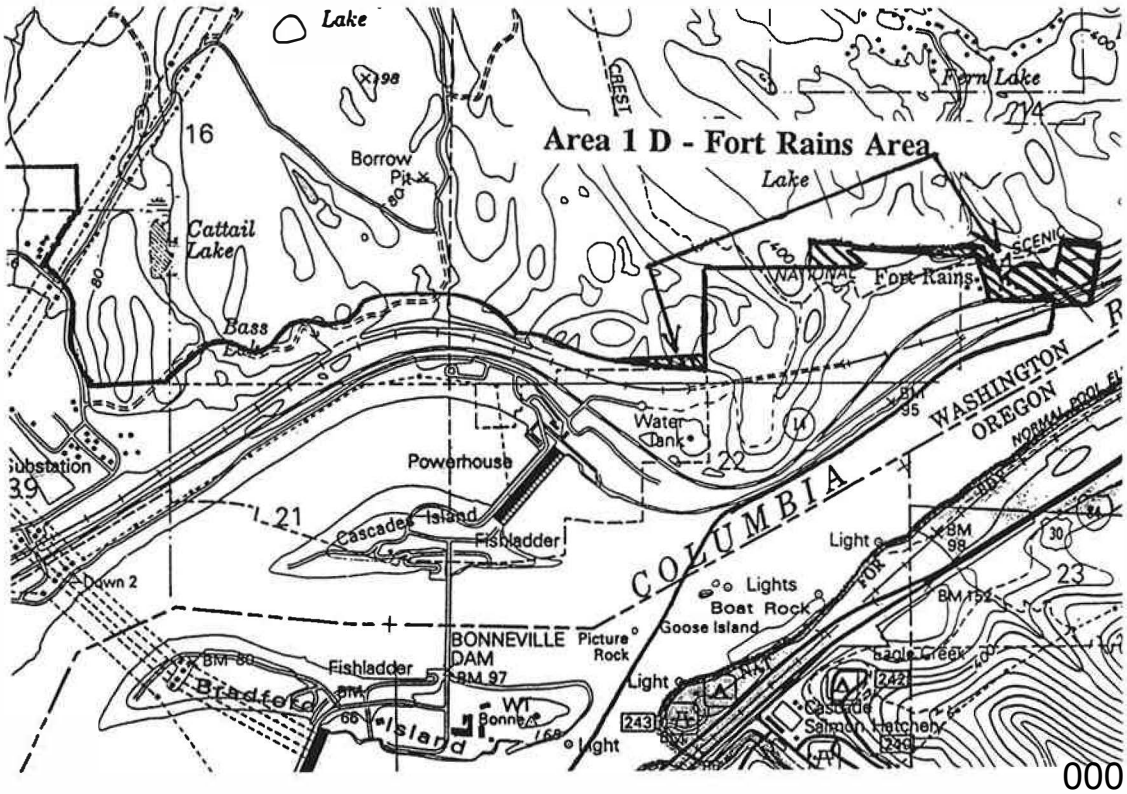
Land Use Designation
GMA Large Woodland

Discussion

The intent of Congress was to apparently include the city limits of North Bonneville, except for the wildlife refuge, within the Urban Area. At the east end of North Bonneville, the Urban Area boundary approximates the shape of the city limits, but is off-set to the southwest. The 1979 USGS quad map is incorrect; it illustrates the city limits one-third of a mile west of the true location. In the area of Fort Rains, the 1985 sphere of influence map provided to Congressional staff shows the correct city limits. However, the map is at a vastly different scale than the USGS quad map. Given the offset but similar shapes of the Urban Area and the city boundaries, it appears that an error was made due to the different map scales.

Conclusion

It appears that an error was made at this location due to incorrect city limit lines on the USGS base map and differences in scale between the base map and the correct map of city limits.



Columbia River Gorge National Scenic Area
Urban Area Boundary Review

Area 2 - Iman Lake Triangle
Stevenson (Map 2)

Location
The west end of the city of Stevenson, Skamania County, Washington, in the western half of Section 2, Township 2 North, Range 7 East.

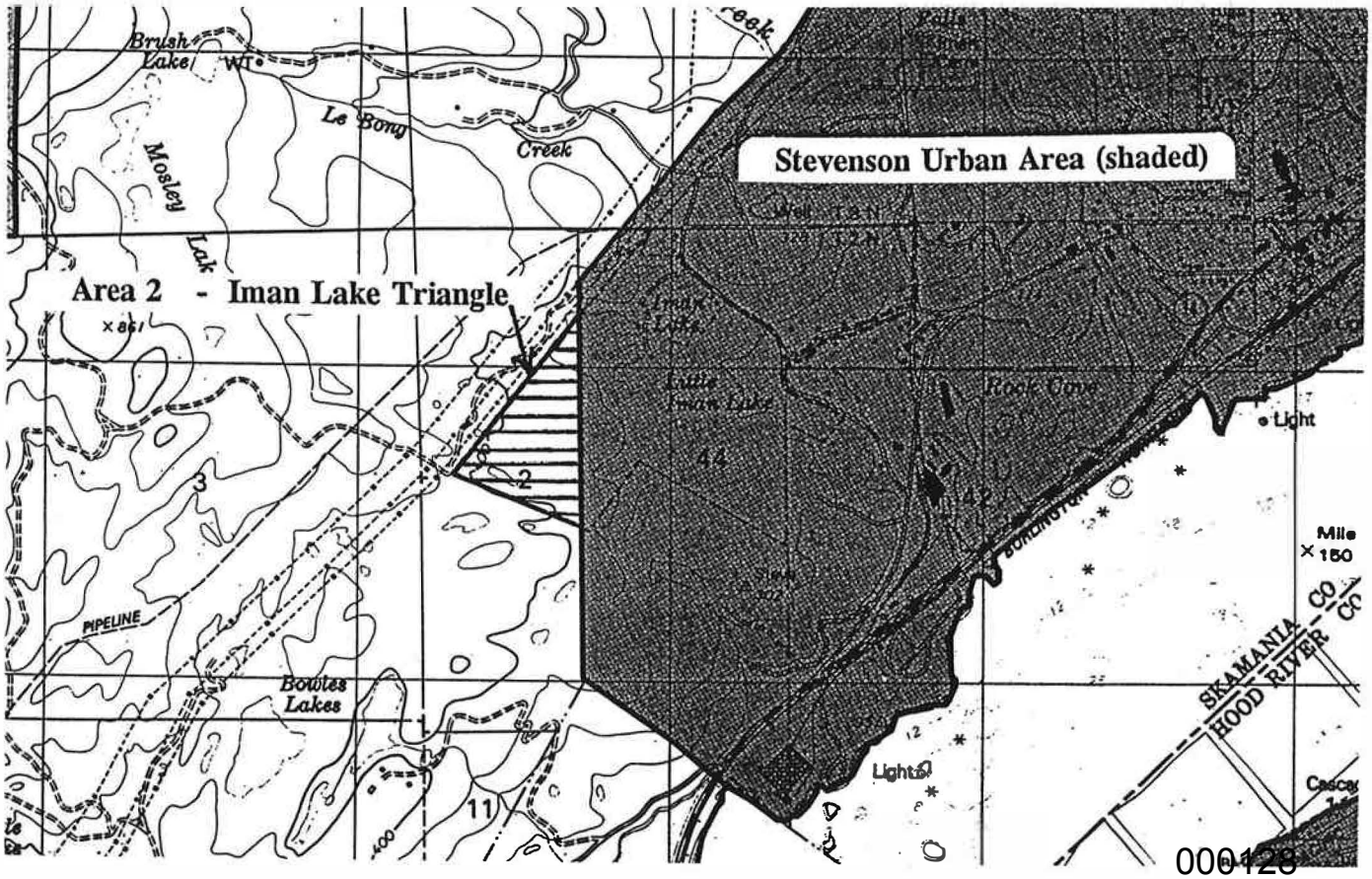
Situation
Approximately 36 acres of the city limits extends outside the Urban Area boundary. Landowners include two private parties and Skamania Lodge. This area has been an item of contention for both the City of Stevenson and Skamania County for many years. Although a formal, complete application to revise the Urban Area boundary through the 4(f) process was never submitted, the private landowners, the city and county made several attempts to bring this matter to the Commission's attention. All these parties continue to seek inclusion of Area 2 into the Stevenson Urban Area. It should be noted that the landowner has filed suit against Skamania County regarding this matter.

Ownership
17.6 acres - Skamania Lodge
18.4 acres - Private

Land Use Designation
GMA Large Woodland

Discussion
Congressional files, kept in the Washington State Archives, includes a map labeled "City of Stevenson Sphere of Influence 1985" which illustrates an area around the city that contained the city's watershed and areas proposed for urban expansion. Since there was no adopted urban growth boundary (or similar mechanism) for Stevenson at the time, the location of this Sphere of Influence line was the focus of mapping discussions regarding the Stevenson Urban Area boundary. These discussions occurred in a working group that included Congressional staff, state and Gorge Commission representatives (Interview, Jeff Breckel, 10/10/97).

In August 1985, the working group met to discuss the Scenic Area Legislation. A meeting report documented issues discussed by the working group including some language on Urban Areas. The meeting report states that the Stevenson Urban Area shall consist of "...all lands south of the BPA right-of-way, west of Nelson Creek and east of the west line of Section 44...". This meeting occurred at a time when several versions of Scenic Area bills (with different maps) were circulating. The west line



of "Section 44" (actually a donation land claim line) was used in the final Congressional maps as the west boundary of the Stevenson Urban Area and excludes the subject 36 acres inside the city limits. This line was also on a working draft map provided by Congressional staff in April 1985.

No explanation was presented for selecting this line as the western boundary of the Stevenson Urban Area. Both prior Gorge Commission and Congressional staff involved in the working group indicated that: 1) clear maps showing the city limits at the appropriate scale were often not available, including at the meeting in August 1985; 2) the intent was to include lands inside the Stevenson city limits in the Urban Area; and, 3) the primary focus of discussion was on the the Sphere of Influence line and the extent of urban expansion areas around the city limits. None of the research indicates a deliberate reason for following the donation land claim line and excluding the city limits.

Conclusion

All research on this matter indicates that the general intent of Congress was to include city limits within Urban Area boundaries, except where this approach conflicts with other Scenic Area objectives (such as in large areas in the main stem of the Columbia River). Exclusion of the west end of the Stevenson city limits from the Urban Area does not appear to be one of these exceptions; there is nothing in the record to suggest a resource protection or planning rationale for the discrepancy. Moreover, it appears to be the result of a lack of in-depth scrutiny of the city limits boundary. Based on the available information, exclusion of this area appears to be an unintended severing of the city limits. It should be corrected.

Columbia River Gorge National Scenic Area
Urban Area Boundary Review

Area 3A - West Boundary Area
Cascade Locks (Map 3)

Location
The west end of the City of Cascade Locks, Hood River County, Oregon, in the Northwest 1/4 of Section 13, Township 2 North, Range 7 East.

Situation
Approximately 40 acres of land at the west end of town lies within the Urban Growth Boundary but outside the Urban Area boundary. Exclusion of this area from the Cascade Locks Urban Area has been consistently objected to by the City of Cascade Locks and Hood River County.

Ownership
10 acres - Forest Service
30 acres - Private

Land Use Designation
SMA Forest

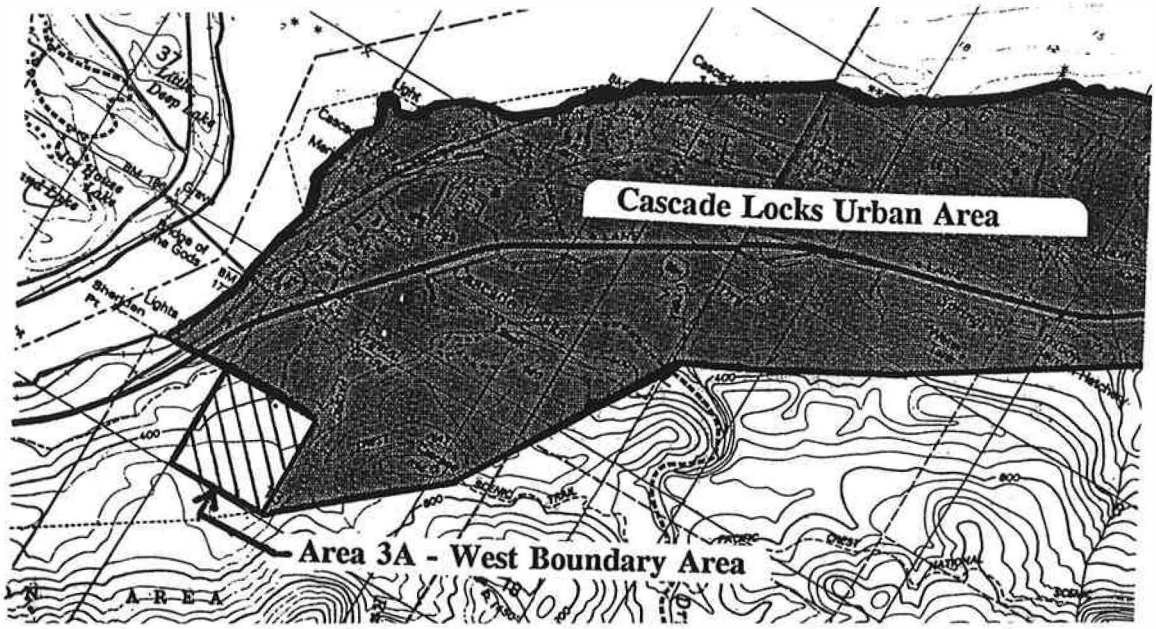
Discussion

A June 14, 1985 letter from Hood River County Planning Director Michael Nagler transmitted a copy of a map of the City of Cascade Locks Urban Growth Boundary (UGB) to Senator Daniel Evan's legislative counsel Joe Mentor. The subject parcel is within the UGB but not the city limits. The map that was sent was copied onto a small sheet of paper. It was a copy of the USGS quad sheet with the UGB line shown on it.

Mr. Mentor indicated that it was Congress' general intent to use the UGB's in Oregon as a basis for the Urban Area boundaries. This is corroborated by other research completed on this subject. As is the case with some of the other cities, convenient or distinct features on the ground or on USGS maps often were used as Urban Area boundary lines. In this case, the quarter section boundary line separating the northwest 1/4 of Section 13 from the northeast quarter was utilized. No deliberate reason for not using the UGB line and excluding the subject 40 acres from the Cascade Locks Urban Area has been found.

Conclusion

All research on this matter indicates that the general intent of Congress was to include Urban Growth Boundaries in Oregon within the Urban Area boundaries except where this approach conflicts with other Scenic Area objectives (such as in large areas in the main stem of the Columbia River). Exclusion of the west end of the Cascade Locks UGB does not appear to be one of these exceptions; there is nothing in the record to suggest a resource protection or planning rationale for the discrepancy. Moreover, it appears to be the result of a lack of in-depth scrutiny of the UGB. Based on the available information, exclusion of this area appears to be an unintended severing of the UGB. It should be corrected.



Columbia River Gorge National Scenic Area
Urban Area Boundary Review

Area 3B - South Boundary Area
Cascade Locks (Map 3)

Location
Three areas along the southern boundary of the City of Cascade Locks, Hood River County, Oregon in the following locations: 1) Northwest 1/4 of Section 7, Township 2 North, Range 8 East; 2) Northwest 1/4 of Section 7, Township 2 North, Range 8 East; and 3) Southwest 1/4 of Section 8, Township 2 North, Range 8 East.

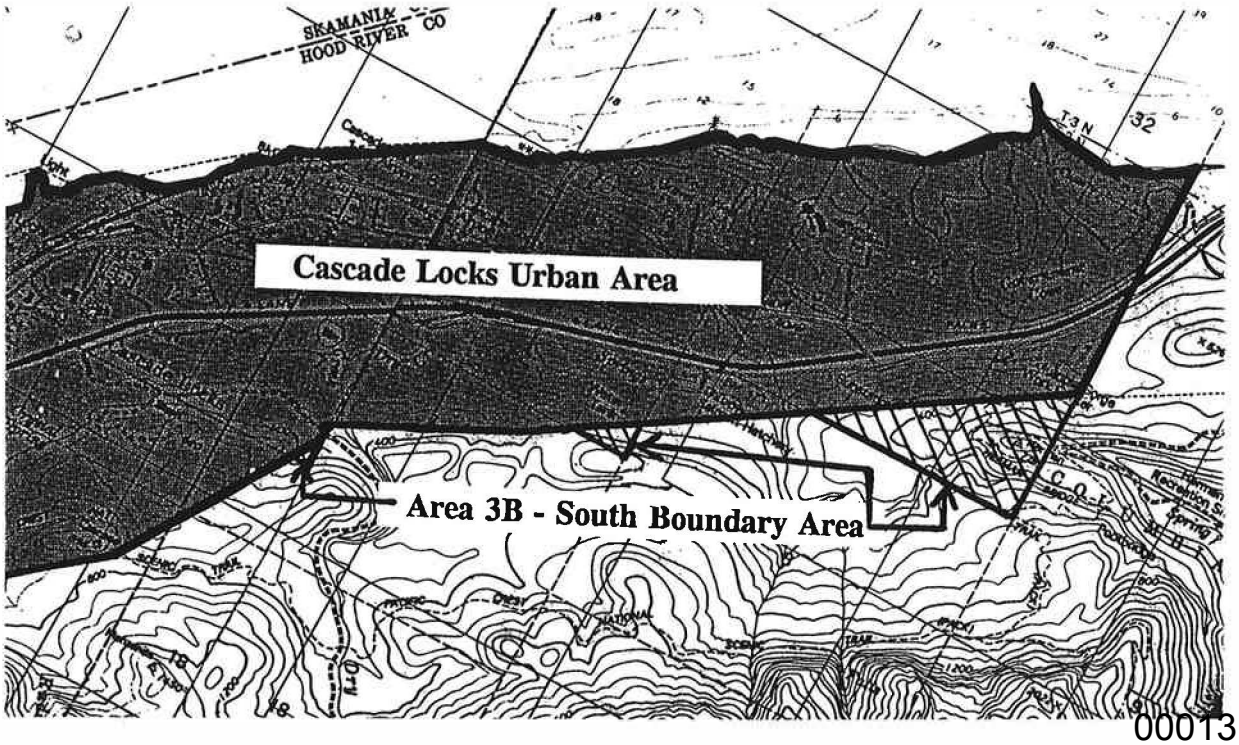
Situation
The Urban Area boundary for Cascade Locks was drawn by Congress along a Bonneville Power Administration transmission line right-of-way, effectively excluding 3 separate areas of the UGB and city limits from the Urban Area (86.5 acres total). As is the case with Area 3A, both the City of Cascade Locks and Hood River County have taken issue with the exclusion of these lands from the Urban Area. It should be noted that unlike other Oregon cities, the Cascade Locks Urban Area also adds land not in the UGB. While 121 acres are cut off in Areas 3A and 3B, approximately 172 acres are added in this vicinity.

Ownership
Section 7: Public - 2.5 acres and Private - 7 acres
Section 8: Public - 26 acres and Private - 51 acres

Land Use Designation
Section 7: SMA Forest (2.5 acres) and SMA Open Space (7 acres)
Section 8: SMA Forest (26 acres) and SMA Open Space (51 acres)

Discussion
The southern boundary of the Cascade Locks Urban Area drawn by Congress follows a BPA transmission line. As drawn, the Urban Area boundary excludes three triangular shaped areas of the UGB and city limits. There is no evidence in the research providing any reason for using the transmission line as the Urban Area boundary, other than its convenience as a clear feature on air photos, USGS maps and the ground. As indicated in the Area 3A discussion, a map of the Cascade Locks UGB was provided in 1985, although it was not drawn at a detailed scale.

A set of Urban Area working maps has conflicting handwritten notes regarding whether to use the UGB or the transmission line along the southern boundary of Cascade Locks. The source of the notes is unknown or at what stage in the Urban Area boundary mapping process they occurred since the notes are not dated. Given the nature of the notes, it appears they were made by Forest Service or Congressional staff following enactment. One can speculate that they represent a discovery of the mapping discrepancy after enactment and a question for Congressional staff of whether it was too late to make a correction. However, this cannot be know with certainty and the notes do not shed light on the question of whether the mapping discrepancy reflects a specific intent to vary from the UGB.



While some of the lands in question include some important resources (such as Herman Creek), it is doubtful that this was a factor in their exclusion from the Urban Area. This is because these resources also occur inside the Urban Area. The Oxbow Fish Hatchery fed by Herman Creek, for example, is within both the prior UGB and the Urban Area drawn by Congress.

Conclusion

Research indicates the general intent of Congress was to include city limits and UGB boundaries within Urban Areas except where this approach conflicted with other Scenic Area objectives. There is nothing in the record to suggest why such an exception would have been made here, beyond the convenience of using the BPA line as a boundary demarcation. Exclusion of this portion of the Cascade Locks city limits and UGB from the Urban Area boundary should be corrected.

Columbia River Gorge National Scenic Area
Urban Area Boundary Review

Area 3C - Columbia River & Thunder Island
Cascade Locks (Map 3)

Location
The area of the city limits within the Columbia River, including west end of Thunder Island, City of Cascade Locks, Oregon, in Township 2 North, Range 7 East, Section 37.

Situation
Approximately 300 acres of submerged land in the city limits extends beyond the Urban Area boundary into the Columbia River. In addition, a small portion of Thunder Island (approximately 0.50 acres) lies outside the Urban Area but in the city limits. This discrepancy has not been raised by Cascade Locks, Hood River County or others as an area of contention.

Ownership
0.50 acres - Port of Cascade Locks
300 acres - State of Oregon

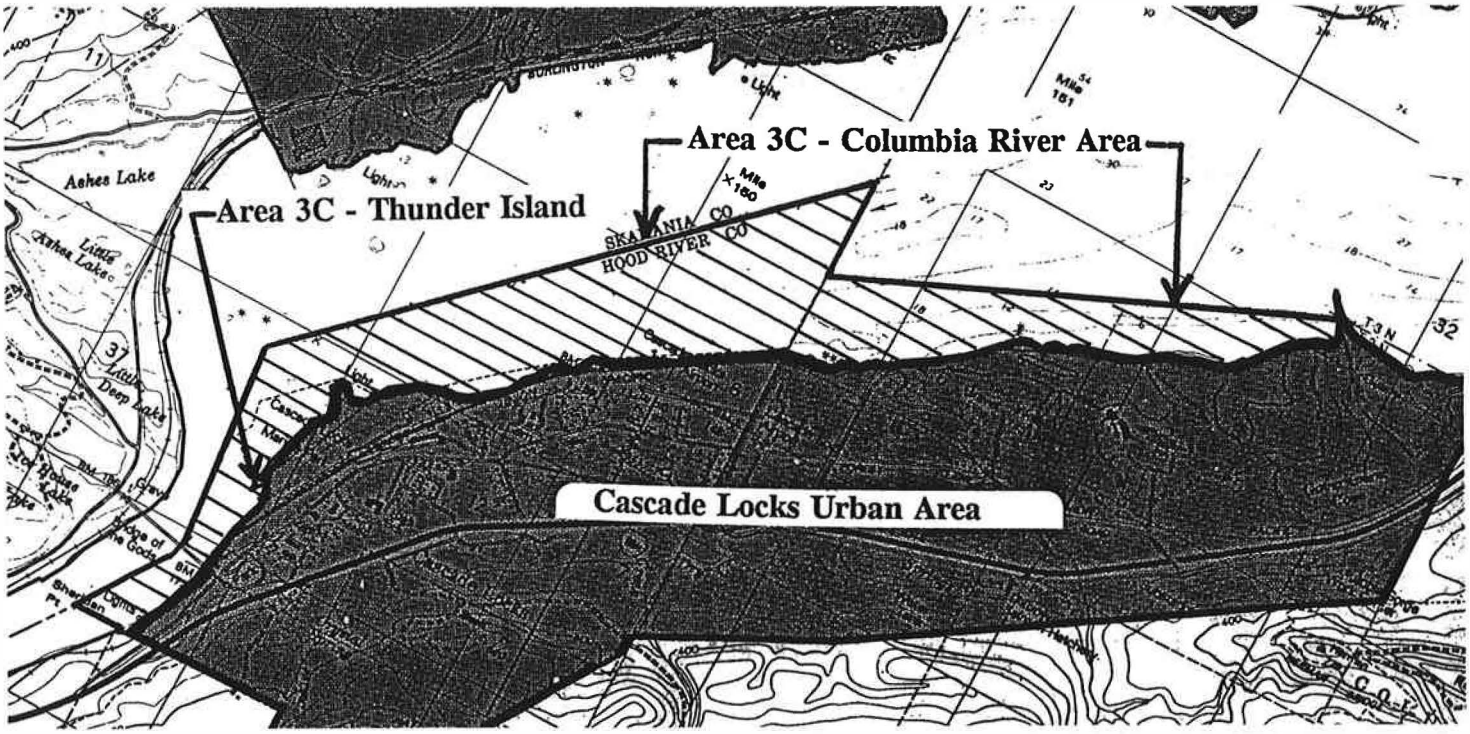
Land Use Designation
GMA River

Discussion

Columbia River: All four Oregon cities in the Scenic Area have a significant area of their city limits and/or Urban Growth Boundaries extending into the Columbia River. In all cases, the Urban Area lines were drawn on or very close to the shore, thus excluding most or all of these lands. This general pattern reflects a deliberate policy decision by Congress to exclude the majority of the Columbia River from the Urban Areas (Interview, Joe Mentor, 10/1/97).

Definitive information regarding the specific rationale behind this pattern is lacking. Based on the interviews and research, it appears to reflect a recognition of the paramount importance of the Columbia River to the Gorge, from scenic as well as natural resource perspectives. It may also reflect a recognition of its national importance from a transportation and economic perspective.

Thunder Island: Except for a few special cases (such as areas involving the mainstem of the Columbia River), the general intent of Congress in mapping Urban Area boundaries was to include city limits. The city limits of Cascade Locks at the west tip of Thunder Island were excluded from the Urban Area boundary. Unlike other islands in the river (see Hood River discussion regarding Wells Island), Thunder Island has improvements on it and became an island by virtue of the creation of the Columbia River locks. Thus, Thunder Island should be viewed as a different case from relatively undeveloped, natural islands in the river. Moreover, over 90% of Thunder Island was included in the Urban Area; the



severed tip appears to be a minor drafting error not noticed at the scale the Urban Area boundary was mapped.

Conclusion

The portion of the Cascade Locks city limits that extends into the Columbia River was intentionally excluded from the Urban Area boundary by Congress. This conclusion is based on the following factors: 1) the consistent pattern regarding Urban Area mapping along the Columbia River; 2) interviews with former Congressional staff; 3) the magnitude of the divergence between the Urban Area boundary and city limits speaks to a conscious choice, not a mapping error (especially when viewed with factor 1); and 4) the magnitude of and significance of the Columbia River resource is unique. This discrepancy is thus not an error.

The exclusion of a small part of Thunder Island from the Cascade Locks Urban Area appears to be a simple drafting error and should be corrected.

Columbia River Gorge National Scenic Area
Urban Area Boundary Review

Area 4 - Columbia River Area
Hood River (Map 4)

Location
Submerged lands in the Columbia River offshore from Hood River and the western third of Wells Island, Hood River County, Oregon, in the North 1/2 of Section 25 and the Northeast 1/4 of Section 26, Township 2 North, Range 10 East.

Situation
A large area (approximately 400 acres) of submerged lands extending north to the state boundary, stretching from the Event Site area on the east end, to the eastern third of Wells Island on the west end, is within the city limits and 1986 Urban Growth Boundary of Hood River but not the Urban Area. Neither the City of Hood River nor Hood River County are contesting this discrepancy. The Port of Hood River wrote a letter to Commission staff in August 1997 requesting that the Urban Area boundary be moved some distance offshore, to better utilize the shore for industrial and commercial uses. The Port Director expressed the view that it was not Congress' intent for the shoreline or docks to be included in the Scenic Area, and that the boundary is somewhat indeterminate in this area.

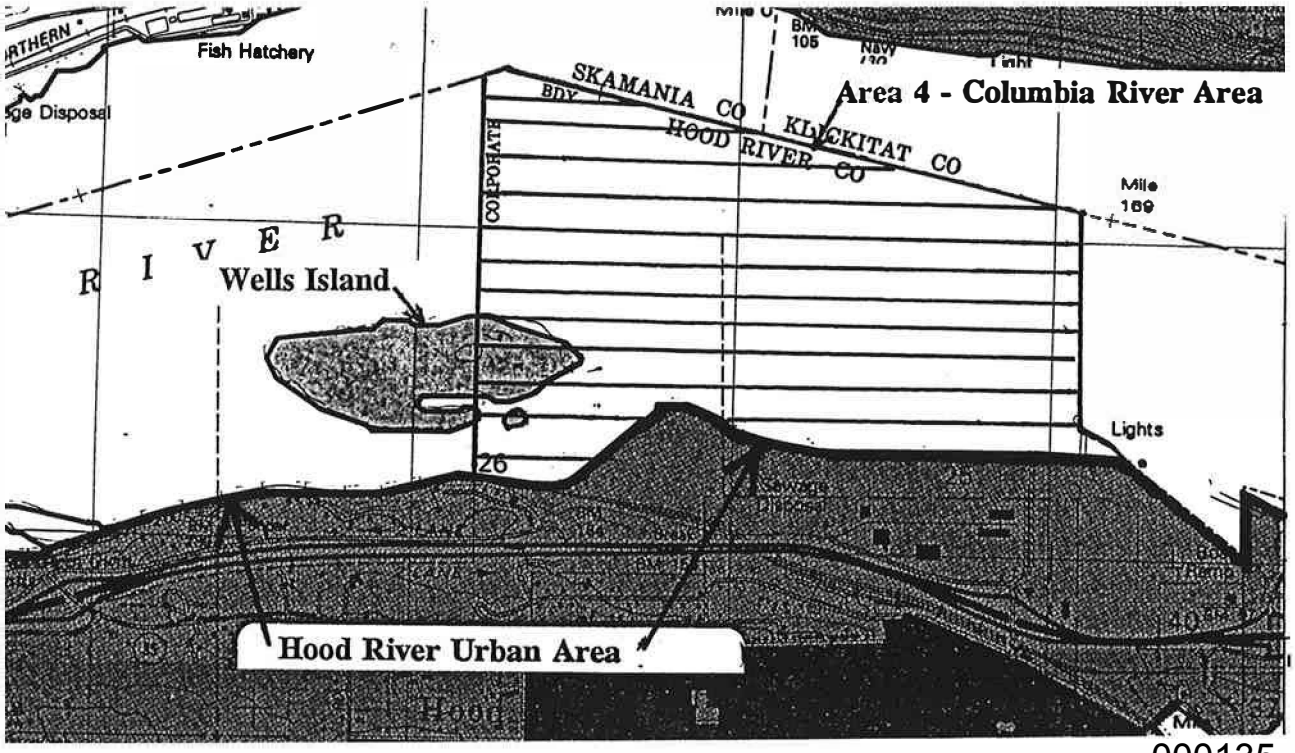
Ownership
Wells Island - U.S. Forest Service
Submerged lands - primarily State of Oregon

Land Use Designation
Wells Island - SMA Open Space
Submerged lands - GMA River

Discussion
Of the 13 Urban Areas designated by Congress, only two (Dallesport and North Bonneville) extend outward to take in substantial portions of the river. In these cases, the purpose was to include the two federal dam facilities, The Dalles Dam and Bonneville Dam.

All four Oregon cities in the Scenic Area have a significant area of their city limits and/or Urban Growth Boundaries extending into the Columbia River. In all cases, the Urban Area lines were drawn on or very close to the shore, thus excluding most or all of these lands. In Hood River, Cascade Locks and Stevenson, the Urban Area boundary extends beyond the shoreline in a few locations to include small coves and existing waterfront facilities such as marinas. It should also be noted that the Urban Area boundary lies a short distance offshore (not directly hugging the shoreline) north of the Port area between the Event Site and the Hook. This is the area specifically referenced in the Port's request.

Research indicates it was the intent of Congress to include islands in the Columbia River in the Special Management Area (see Thunder Island discussion under Area 3C for an exception to this). Such an approach reflects the high resource significance of



the islands, from several perspectives. Exclusion of Wells Island from the Hood River Urban Area is consistent with this approach.

Conclusion

The portion of the Hood River city limits and UGB that extend into the Columbia River were intentionally excluded from the Urban Area boundary by Congress. This conclusion is based on the following factors: 1) the consistent pattern regarding Urban Area mapping along the Columbia River; 2) interviews with former Congressional staff; 3) the magnitude of the divergence between the Urban Area boundary and city limits/UGB speaks to a conscious choice, not an error (especially when viewed with factor 1); and 4) the magnitude and significance of the Columbia River resource is unique. This discrepancy thus does not reflect a mapping error.

Columbia River Gorge National Scenic Area
Urban Area Boundary Review

Area 5A - Mosier Waterfront
Mosier (Map 5)

Location
Directly north of and adjacent to the Mosier Urban Area, Hood River County, Oregon, in the Columbia River (submerged lands).

Situation
Approximately 100 acres of land in the City of Mosier Urban Growth Boundary (UGB) and city limits extend into the Columbia River beyond the Urban Area boundary, which hugs the shoreline. The City of Mosier and Wasco County have consistently objected to this exclusion of city limits/UGB land from the Urban Area. The city has expressed desires to create a riverfront park in the area adjacent to and north of I-84, on lands now mostly submerged and within the General Management Area. Concerns have been raised by the city that the inclusion of lands in the GMA could hamper these plans.

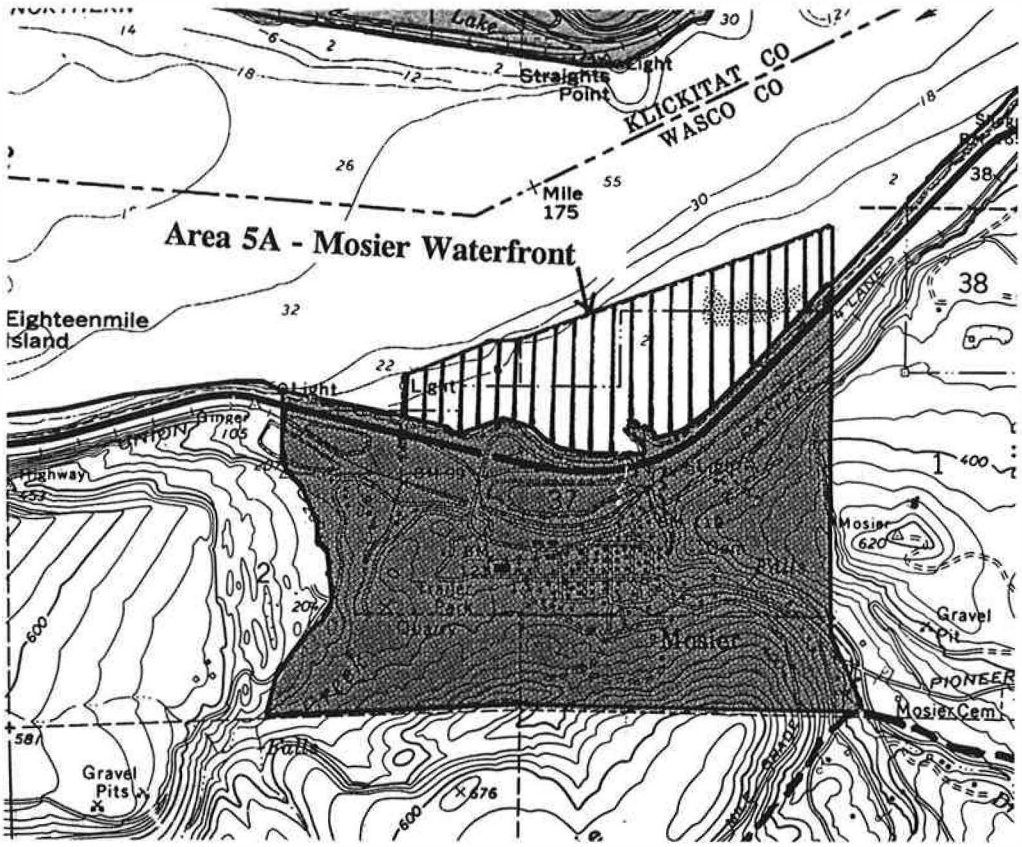
Ownership
State of Oregon
Private

Land Use Designation
GMA River

Discussion

As mentioned in the discussion for Area 4 (Hood River's Columbia River area), only Dallesport and North Bonneville have significant areas in the Columbia River included in their Urban Areas. All four Oregon cities in the Scenic Area have a significant area of their city limits and/or Urban Growth Boundaries extending into the Columbia River. In all cases, the Urban Area lines were drawn on or very close to the shore, thus excluding most or all of these lands.

Prior efforts by Mosier to develop a riverfront park have run into problems associated with resource concerns and access issues. The resource concerns relate to impacts to shallow water fish habitat and wetlands loss mitigation. The Management Plan acknowledges these concerns, but also recognizes the potential recreational benefits of such a park if these issues can be resolved. This is reflected in the Recreation Development Plan, which includes the Mosier Waterfront as a potential park proposal. Commission staff would work with the city and



Wasco County officials to pursue this proposal further. Some resource issues, such as those relating to wetlands in the river, are not subject to Management Plan guidelines, as the plan exempts the Columbia River mainstem from its wetland guidelines. Rather, those issues would be addressed under other state and federal laws even if the area is in the Urban Area (e.g. the Clean Water Act, Section 404).

Conclusion

The portion of the City of Mosier UGB and city limits that extend into the Columbia River were intentionally excluded from the Urban Area boundary by Congress. This conclusion is based on the same factors discussed for Areas 3C and 4A: 1) the consistent pattern regarding Urban Area mapping along the Columbia River; 2) interviews with former Congressional staff; 3) the magnitude of the divergence between the Urban Area boundary and city limits/UGB speaks to a conscious choice, not an error (especially when viewed with factor 1); and 4) the magnitude and significance of the Columbia River resource is unique. This discrepancy is not a mapping error.

Columbia River Gorge National Scenic Area
Urban Area Boundary Review

Area 5B - Historic Columbia River Highway Area Mosier (Map 5)

Location
The west end of the City Of Mosier, Oregon, in the Section 2, Township 2 North, Range 11 East.

Situation
Approximately seven acres of the Mosier Urban Growth Boundary (UGB) lie outside of the Urban Area Boundary. The UGB follows the Historic Columbia River Highway, a section line and Union Pacific Railway tracks. The Urban Area Boundary has a similar shape to the UGB but is offset from the Columbia River Highway to the east ranging in distance from 75 feet to 225 feet. This discrepancy was recently brought to the attention of Commission staff. This discrepancy has not been raised by the City of Mosier or Wasco County thus far in discussions on boundary issues. Such discussions have focused on the river (Area 5A). It is possible that city officials were not aware of it previously.

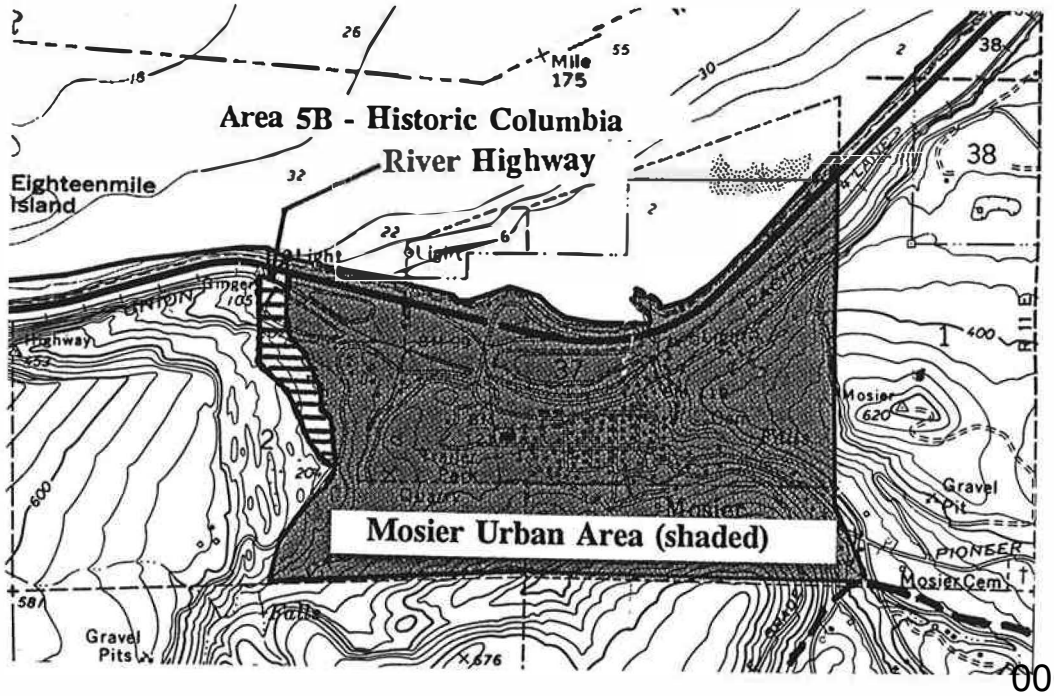
Ownership
Public - 5 acres
Private - 2 acres

Land Use Designation
GMA Open Space & GMA Small-Scale Agriculture

Discussion
Congress recognized the significance of the Historic Columbia River Highway, as reflected in Section 12 of the Columbia River Gorge National Scenic Area Act. The Act directs state agencies in cooperation with the Commission and the Secretary of Agriculture to undertake efforts to preserve and restore the continuity and historic integrity of the remaining segments of the Old Columbia River Highway for public use as a historic road, including recreation trails to connect intact and usable segments.

It appears as though Congress attempted to provide a buffer between urban development and the Historic Highway by locating the Urban Area boundary up to 225 feet east of the highway. The September 1986 Congressional maps of the Mosier Urban Area showed the original UGB line erased (whited out), and the current Urban Area line in its place, to the east. This evidence, combined with Congress' clear recognition and special treatment of the Historic Highway, suggests a deliberate mapping decision.

Conclusion
The Urban Area boundary for the City of Mosier does not correspond to the UGB along the western border, providing a buffer for the Historic Columbia River Highway. This apparently was done intentionally, based on the information discussed above. Presumably, this discrepancy is not an error.



Columbia River Gorge National Scenic Area
Urban Area Boundary Review

Area 6A - Columbia River
The Dalles (Map 6)

Location
Directly north of and adjacent to The Dalles Urban Area, Wasco County, Oregon, in Township 1 North, Range 13 East, Sections .

Situation
Approximately 93 acres of the Dalles city limits and UGB extend out into the Columbia River. The City of The Dalles and Wasco County do not dispute this issue.

Ownership
Public

Land Use Designation
GMA River

Discussion

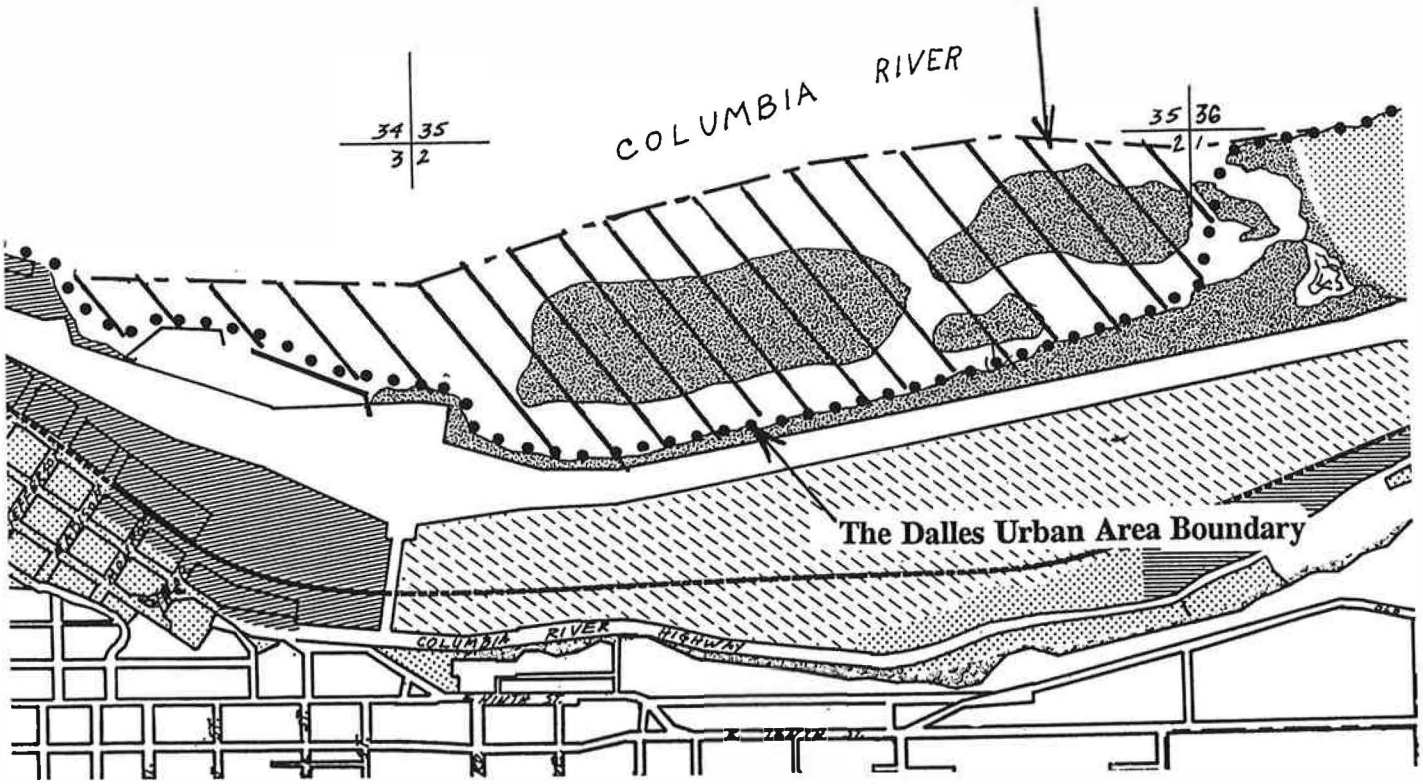
Of the 13 Urban Areas designated by Congress only Dallesport and North Bonneville have significant portions within the Columbia River. In each case the purpose was to include federal dam facilitates, the Dalles Dam and Bonneville Dam.

In Hood River, Cascade Locks and Stevenson, the Urban Area extends beyond the shoreline to accommodate existing waterfront facilities such as marinas and small coves. All four Oregon cities in the Scenic Area have significant area of their city limits and/or Urban Growth Boundaries (UGB) within the Columbia River. In all cases, the Urban Area lines are drawn on or very close to shore, thus excluding most or all of these lands. This rationale is reflected on the September 1986 Congressional map of The Dalles Urban Area which includes a handwritten notation that: "Urban Growth Boundary follows The Dalles UGB except along Columbia River where it is low water line."

Conclusion

The discrepancy between the city limits/UGB and the Urban Area in the Columbia River accurately reflects the intent of Congress that The Dalles Urban Area follow the low water line.

Area 6A - Columbia River



Columbia River Gorge National Scenic Area
Urban Area Boundary Review

Area 6B - Interstate 84 Right-of-Way
The Dalles (Map 6)

Location
The east end of The Dalles, Wasco County, Oregon, in Township 2 North, Range 13 East, Section 31.

Situation
The Dalles Urban Growth Boundary (UGB) and city limits extend beyond the Urban Area boundary to include a 10-acre portion of the Interstate 84 right-of-way.

Ownership
Oregon Department of Transportation

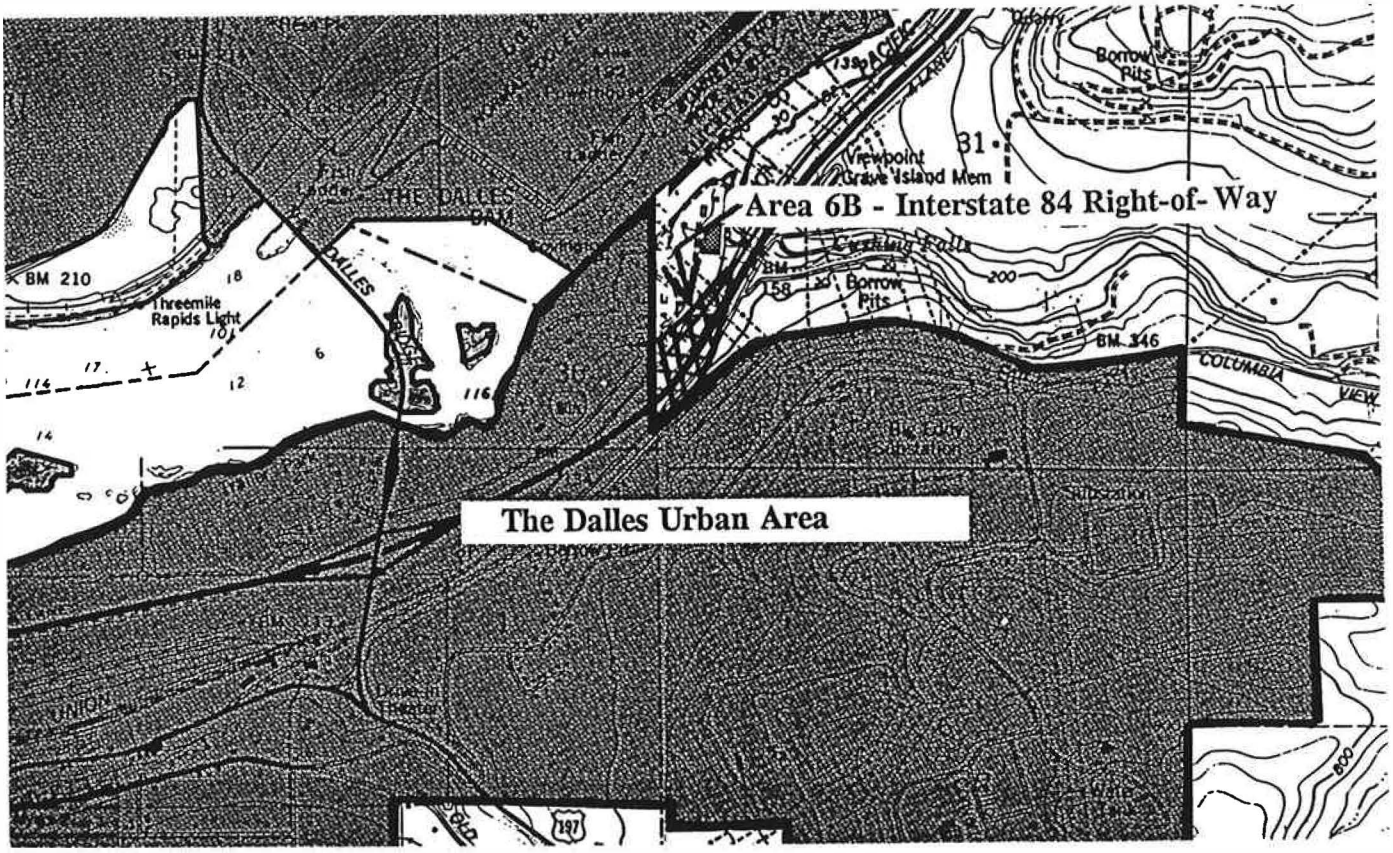
Land Use Designation
GMA Public Recreation

Discussion

In September of 1986 Congress prepared a set of hand drawn Urban Area maps. These maps are referenced as the official boundary maps in the National Scenic Area Act. These maps were later given to the Forest Service to be professionally drafted as part of a complete set of National Scenic Area maps. The September 1986 Congressional map follows the UGB in the vicinity of I-84. Moreover, the map includes the notation that the Urban Area follows the UGB (See Area 6A discussion). The map prepared by the Forest Service in January of 1987 has a mistake at this location. The Forest Service map follows the UGB until it crosses a BPA transmission line where it dips to the south omitting a section of I-84.

Conclusion

A drafting error was made when transferring the line drawn by Congress to the January 1987 Forest Service maps. This situation is not a discrepancy between the UGB and the Urban Area line, but rather a discrepancy between the map adopted by Congress and the subsequent Forest Service redrafting. This should be corrected by updating the Forest Service map to reflect the original map. No formal boundary change is required.



Columbia River Gorge National Scenic Area
Urban Area Boundary Review

Area 6C - Dry Hollow Elementary School
The Dalles (Map 6)

Location
The south boundary of The Dalles, Wasco County, Oregon, in Township 1 North, Range 13 East, Section 10.

Situation
Approximately 5 acres of the Dry Hollow Elementary School grounds lies outside the Urban Area boundary. Wasco County requests inclusion of this area in the Urban Area.

Ownership
Public

Land Use Designation
GMA Residential

Discussion

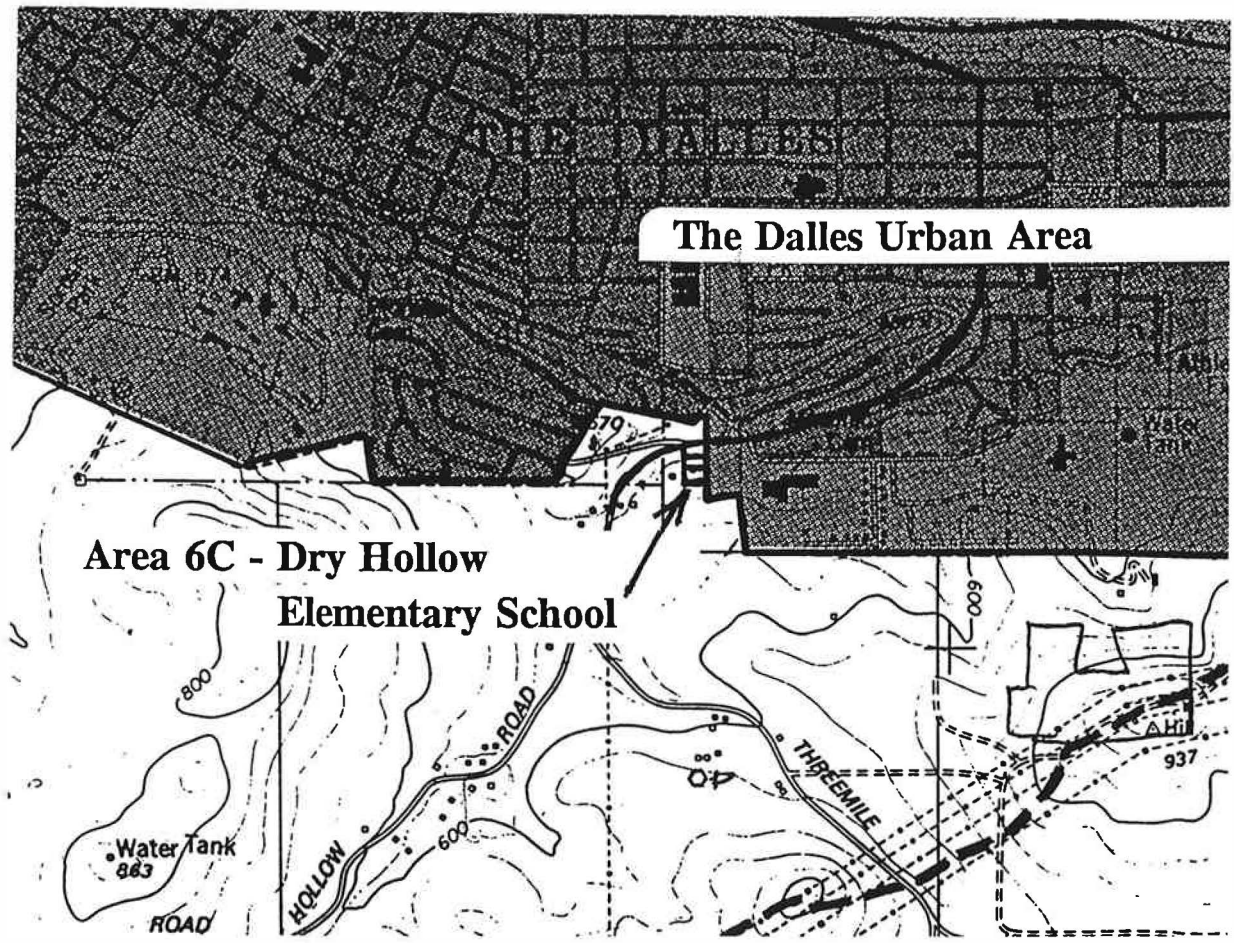
The Dalles Urban Growth Boundary (UGB) was mapped in 1983. A hand drawn change was made to the UGB in 1983, prior to adoption, to include the Dry Hollow Elementary School grounds which were inadvertently omitted. The hand drawn change was not properly scaled to include all of the school grounds. About five acres were omitted. (Discussion with City of The Dalles planning staff, 11/97)

The Urban Area boundary accurately follows the 1986 UGB in this area, but like the 1986 UGB map omits about five acres of the school grounds.

The UGB was amended after passage of the Scenic Area Act to include all of the school property and a neighboring residential area. This land remains outside the Urban Area boundary.

Conclusion

The Urban Area line reflects the UGB as it was officially mapped in 1983. The Urban Area map appears to have carried forward an error from the 1983 UGB map omitting the school grounds.



Area 6D - West Thirteenth Street
The Dalles (Map 6)

Location
The southwest border of The Dalles Urban Area, Wasco County, Oregon, in Township 2 North, Range 13 East, Section 29.

Situation
The Dalles Urban Growth Boundary (UGB) includes a row of 34 residential parcels on 10 acres that parallel West Thirteenth Street that are excluded from the Urban Area boundary. The County has asserted these residential lots were intended to be included in the Urban Area.

Ownership
Private

Land Use Designation
GMA Residential

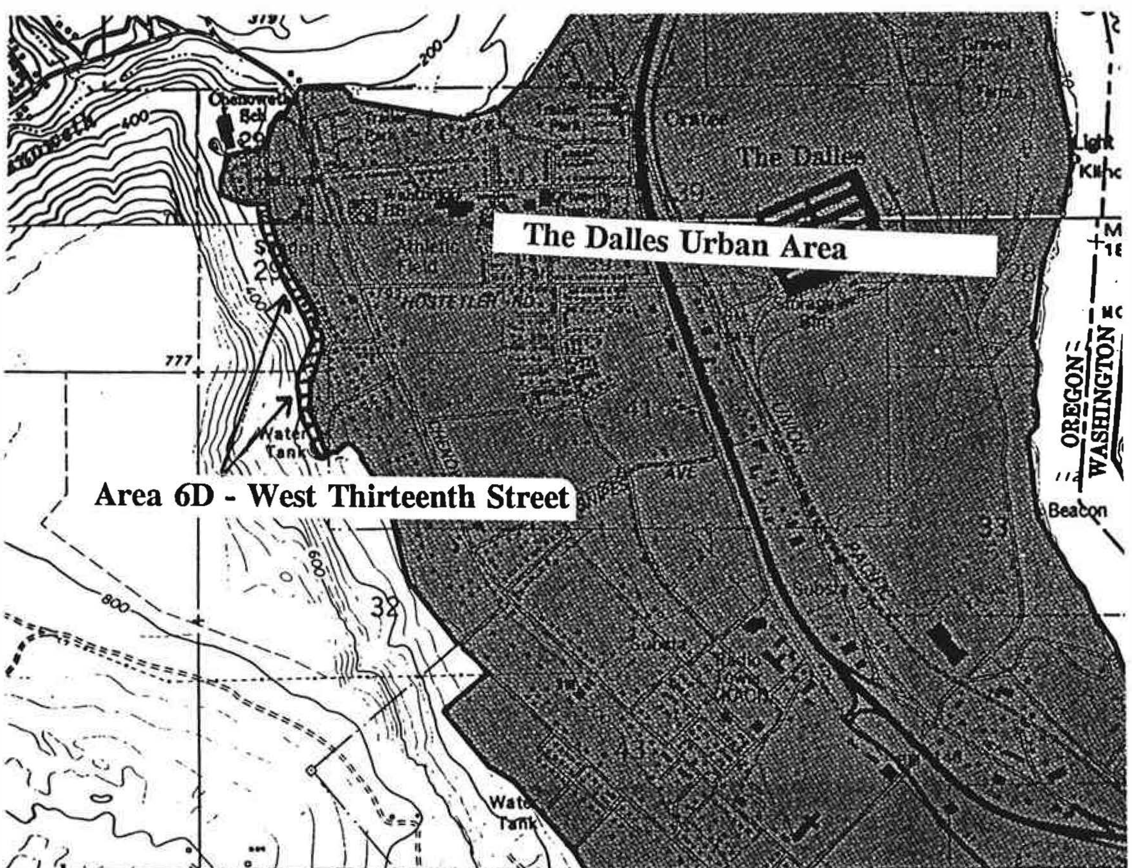
Discussion

The Dalles UGB follows the boundary of a residential subdivision immediately adjacent to and west of West Thirteenth Street. The Urban Area line along West Thirteenth Street is drawn right through the residential subdivision lots. At the scale the Urban Area map is drawn (1 inch = 1200 feet) the line representing the Urban Area boundary is approximately 75 feet in width, almost completely obscuring the residential lots.

The clear intent in drawing the urban area line at The Dalles was to follow the existing UGB (see Area 6A discussion of notation on September 1986 Congressional map). It would appear that the urban area line was simply inaccurately drawn at this location, considering the scale and line width.

Conclusion

Congressional intent was to use the UGB as the Urban Area boundary on uplands in The Dalles. The urban area boundary along the southern side of West Thirteenth Street constitutes a simple mapping error. It should be corrected.



Johnson said the Lyle urban area boundary cuts through three properties held by his parents estate and that it makes it hard to liquidate them. He said there is an additional 300 acres that is impacted by the Scenic Area. He said it is frustrating to a landowner to be liable for forest fires and fences when property becomes open to the public especially when landowners do not feel they have any support from the Commission.

Johnson suggested that it is necessary to move forward and come up with some solutions to bring Klickitat County into the loop. He said he does not have the answers. Johnson said he wishes to carry out his parents' wishes to best serve the community and help the Gorge corridor He this is very difficult to do with the guidelines that are set forth in the Management Plan. Johnson said plans can be adjusted. He said the Commission has the ability to make adjustments and hopes the Commission is willing to make those adjustments.

Bob Thompson suggested that he might discuss some of the issues with the Commission's Executive Director and Forest Service Manager.

Kenn Adcock said he is a newly appointed Commissioner by Klickitat County. He said that prior to several months ago he was speaking to the Commission from the position as Johnson. Adcock said there is a lot of people that feel the way Johnson does. He said there is not a lot that can be done to change the Scenic Area Act. However, he said, the Commission is charged with coming up with a Management Plan and land use ordinances. Adcock said Klickitat County has not adopted the land use ordinances. He said he can agree with much of what Johnson is saying and that is why he wanted to be on the Commission. Adcock said he wants to listen to property owners and would enjoy speaking with Johnson about the issues he has raised.

Janice Staver said the Commission and staff are very interested in bridge building and finding solutions. She thanked Johnson for coming and make comments.

Approval of Minutes - October 14, 1997
Joyce Reinig moved that the minutes of the October 14, 1997, meeting be approved with the following amendments: page 5 last sentence "She said it is hoped that in the next cycle the build-out analysis will provide **part** of the information..." and page 18 add the following sentence to the third paragraph under "Other Business--Port of Hood River "She also provided information on possibility of the construction of a new bridge and her concern that those efforts might be impacted by using federal money to make repairs to the existing bridge." Sally Newell seconded the motion and it was unanimously passed.

Discussion of Alleged Urban Area Boundary Mapping Errors
Brian Litt provided background information on the issue of alleged urban area boundary mapping errors (see attached memorandum dated November 19, 1997, titled "Review of Urban Area Mapping Discrepancies").

Kevin Kilbane summarized the mapping process used by Congress and production of maps by the Forest Service (see attached memorandum).

Blair Batson asked how staff determined that is was Congress' intent to follow urban growth boundaries on the Oregon side and city limits on the Washington side? Kilduff said his information came from discussions with previous Congressional staff.

Kenn Adcock asked who developed the Congressional maps? Kilduff said staff who worked for the Northwest Congressional delegation. He noted that staff held meetings with local officials to discuss the boundaries.

Kilduff and Litt provided information to the Commission about specific urban area boundary discrepancies (see attached memorandum) using overheads and different maps of the areas.

Sally Newell asked if leaving in the small portion of the Pierce Wildlife Refuge in the North Bonneville urban area would allow a trailhead or something that would not be allowed because the property would be in the SMA. Kilduff said the city has no jurisdiction over the property because it is federal land.

Louie Pitt asked a question about cultural resource impacts and who will determine how cultural resources are protected. Kilduff said if property is moved into an urban area the Commission would have no formal jurisdiction and it would fall under state law. Brian Litt noted that under the urban area boundary revision 4f application process resource questions will be addressed.

Kilduff noted that the Beckman parcel was not within the North Bonneville city limits on the 1979 map used by Congressional staff. He said an annexation took place in 1986 in which the Beckman property was brought into the city limits. Kilduff said the intent of Congress was to honor the city limits of North Bonneville and exclude the wildlife refuge. He said the discrepancies can be classified as a mapping error because Congress did not correct the information.

Batson asked why the North Bonneville urban area boundary was drawn so far outside of the city limits? Kilduff said Congressional staff wanted to honor city limits and in some cases provide areas for growth.

Batson said that the inclusion of city limits was not the only objective when urban area boundaries were created. Kilduff said that is correct because on the Washington side there is no mechanism for urban growth boundaries as there is in Oregon.

Steve McCarthy said he is concerned that the Commission is moving out of the area where there is a clear discrepancy between the boundaries and Congress' intent. He said in the case of the Beckman property that if the criteria is adhered to that the correction should not be made.

Kilduff said he feels Congress did not have the correct maps at the time to reflect North Bonneville's city limits. He noted that the Beckman property was brought into the city limits 9 months prior to the enactment of the Scenic Area Act. Kilduff said Congress used what information was available and that much of what they had was not up to date. He said there seemed to be a delay in transmitting information.

Brian Litt said staff conclusions were reached by reviewing hard data and interviewing prior Congressional staff. He said discussions with staff indicated that the intent was to follow city limits and the maps would have reflected appropriate boundaries if up-to-date information had been available.

Blair Batson asked Kilduff if there was a discrepancy between Congressional intent and the decision to use the western boundary of section 44 in drawing the Stevenson urban area boundary for the Iman Lake Triangle area? Kilduff said yes.

McCarthy said it seems to him that staff has made the task simpler by saying that everything in the city limits was supposed to be included in the urban area boundaries. He said the issue is not whether or not there are mapping errors but rather or not the hypothesis of whether Congress' intent should be relied on. McCarthy said staff has strayed from the original scope of work.

Brian Litt said he disagrees. He said staff's focus has been to determine of discrepancies reflect mapping errors or Congressional intent. Litt said all information was used in the research and that recommendations are made based on that information. He said there is clear information available in specific cases where the intent of Congress was to digress from the city limits for identified reasons.

Bob Thompson asked if staff is saying that it was not always Congress' intent to make the city limits boundary the urban area boundary? Litt said that is correct; the recommendations are made on information available--maps and interviews with prior Congressional staff and people involved in the working groups at the time boundaries were being drafted.

Vaughn Lein asked if there are any recommendations where staff did not have contact with prior Congressional staff or documentation for the recommendation? Kilduff said no.

Sally Newell noted that the Cascade Locks urban area boundary includes land that is not within the urban growth boundary.

Tim Southworth asked how many acres of land outside of the Cascade Locks Urban Growth Boundary are included in the urban area. Litt said approximately 172 acres.

Southworth asked if it was Congress' intent to include these lands and not include other portions? Litt said it is a theory but information to support that theory did not come out in the interview.

Steve McCarthy asked if Cascade Locks would have a problem with giving up land that is not within the urban growth boundary. Litt said the city of Cascade Locks will speak to the issue during public comment.

Litt provided information to the Commission and public regarding ownerships in the Cascade Locks boundary issue. He said most of the land outside of the urban growth boundary but within the urban area is in public ownership.

Litt said if the Cascade Locks urban area boundary was to follow the urban growth boundary, it would be consistent with Congress' intent.

Janice Staver said there seems to be an inconsistency in following the power line versus the urban growth boundary line. She asked how it is possible to determine what the clear intent was? Litt said that in the Cascade Locks area there was a clear intent to include city limits and the urban growth boundary in the urban area.

Jonathan Doherty said that most of the land included in the urban area boundary that is not within the urban growth boundary is in federal ownership. Litt agreed--he noted that it includes some state lands and a small portion of private land.

Blair Batson asked if staff is recommending that the urban growth boundary be used instead of the urban area boundary for Cascade Locks areas 3A and 3B? Litt said yes.

Litt noted that in Cascade Locks area 3C staff is not recommending that the city limits which are within the main stem of the Columbia River be included in the urban area (see attached memorandum). He said that in Cascade Locks, Hood River, Mosier and The Dalles the urban area boundaries follow the shoreline and there was an intentional exclusion of city limits and urban growth boundaries in the river from the urban areas.

Joyce Reinig asked if research addressed the changing levels of the river and how that would affect the urban area boundaries? Litt said he has not come across any such information. Kilduff said the line drawn on the map was the intention of Congressional staff.

Reinig said that regardless of what happens to the river the line will stand whether above or below the water level.

Litt said staff received a letter from Port of Hood River that the boundary line is indeterminate and that it was the intent of Congress to include some dolphins and mooring area just off the shore. He said that staff's research does not indicate such intent.

Sally Newell asked about a boundary discrepancy on the east side of Hood River. Litt said there was an urban growth boundary amendment made in 1986 that is appropriately reflected on the official maps and there is no issue of contention.

Litt said the City of Mosier has consistently objected to the exclusion of the urban growth boundary and city limits in the river from the urban area. He said that one of the concerns expressed is that the exclusion of the area puts some constraints on waterfront proposals using property outside of the urban area. Litt said that staff does not view the Management Plan as a constraint on the waterfront proposals. He said the main issues come from other agencies who have control over the development area.

Kenn Adcock said it seems to be a significant area of the City of Mosier's city limits/urban growth boundary--almost 25%. Adcock asked what the depth of the water is in the area. Litt said it is very

shallow. He said it is within the mainstem of the Columbia River. Litt said the depth is probably from 0 to 20 feet. He agreed that some of the area is exposed when the river experiences draw down.

Bud Quinn asked if there would be any difference for regulations on the waterfront development if the boundary was changed? Litt said the Management Plan exempts the mainstem of the Columbia River from wetland and similar policies. He said this occurs because other agencies already have in place regulatory procedures for protecting the same resources the Commission is charged to protect.

Litt noted that The Dalles area 5B was recently brought to the attention of Commission staff by Wasco County. He said the majority of the land is owned by the State of Oregon. Litt said staff believes that the boundary line was the clear intention of Congress.

Litt said Commission staff is asking the Commission to endorse the general direction of reviewing urban area boundary discrepancies that are felt to be mapping errors through the 4f process. He noted staff is not asking the Commission to make any final decision about boundary revisions at today's meeting.

Jonathan Doherty said the 4f process has a set of procedural requirements including notice and hearings. He said staff would work with municipalities and counties to put applications together and would follow the Commission's administrative rule regarding urban area boundary changes. He said the hearing would likely be mid-winter.

Vaughn Lein asked if the Commission is going to be hearing public comment about staff recommendations or just whether or not the Commission should begin the 4f process. Bob Thompson said he the public will be allowed to comment on both staff recommendations and the 4f process. He said he will limit counties and cities to five minutes and then will see how much time is allowed for other parties.

Blair asked if the Commission will recommend certain areas for the 4f process. Thompson said yes.

Tim Southworth noted the 4f process is open all times and the Commission's actions today would not necessarily foreclose anyone from making an application.

Jonathan Doherty said staff is suggesting that, for areas that the Commission feels merit consideration, staff would be directed to work with municipalities and counties to get the applications submitted. He agreed with Southworth that counties can submit an application at any time.

Steve McCarthy asked if the Commission will direct staff to proceed with certain discrepancies and not others? Doherty said yes.

Don Dunn said the Commission is being asked to take two steps--one to endorse the 4f process and the second to evaluate each of the recommendations.

Bob Thompson said the Commission is going to recommend that staff proceed with only specific discrepancies. He noted that the Commission's actions today do not mean the urban area boundaries will be changed.

Bud Quinn said he is bothered by the five minute limitation. Thompson noted counties, cities and the general public will be allowed further input in the future.

Art Carroll said the 4f process has never been used before. He said the process is an open public process and that everyone will have another opportunity to make input on the proposed boundary changes.

Dan Durow, City of The Dalles
Dan Durow said Commission staff has done an excellent job in reviewing the many discrepancies and did an excellent job in working with the city and county. He said he generally agrees with staff's recommendation with one exception. Durow said there is an area not included in staff's analysis and recommendations. He provided information about an area included in the 1986 urban growth boundary that was acknowledged by Oregon Land Conservation and Development Commission (LCDC). Durow said he believes it was the intent of Congress to include the Erickson property within the urban area. He said Erickson provided Congress with a legal description of the property but when the boundary was drawn it mistakenly excluded a portion of the property. Durow noted that Erickson did not ask for documentation that all of his property was included in the urban area boundary. Durow said he feels this is now the opportunity to correct this error. Durow said there is nothing unusual about Erickson working directly with Congress to get his property excluded from the Scenic Area. He said that the City of The Dalles has gained LCDC acknowledgment of the urban growth boundary that includes all of the Erickson property. Durow said there is no other plausible explanation for the alleged error.

Joyce Reinig asked how many acres are involved. Durow said approximately 2 acres.

Kenn Adcock asked if this was brought to staff's attention. Durow said yes during the last several months. Durow said he thinks the Commission staff did a good job on this project and they were taking a very conservative approach. He agrees that this particular alleged error is different from the other changes proposed today.

Thompson said Commission gave staff the direction not to broaden the scope of work. Durow said he understands that but is suggesting that this is an actual mapping error.

Bill Ward, City of Mosier
Bill Ward said the land under the Columbia River historically belongs to the City of Mosier. He noted maps indicating the city limits of Mosier were drawn before the enactment of the Scenic Area Act. Ward said the legislation could be forced back to Congress for clarification. He read from the Scenic Area Act regarding the urban area boundaries. Ward said the law does not state that urban areas are parts of cities but that urban areas are the cities and should include all city limits. He said Congressional intent will tell you one thing but that if the law had meant to exclude any areas it would have provided for that exclusion and included footnotes for the reasons why. Ward said

according to the law the Commission can not change the urban area boundaries as originally designated by the law. He said the Commission is saying that it wants part of Mosier and that the law states that public lands can only be acquired by donation or exchange. Ward said the City of Mosier city limits is the urban area boundary and that the city has not agreed to any change. He said the law did not eliminate state rights. Ward said the jurisdiction of Mosier has long been established. He said staff has not provided supporting documentation for its recommendations from previous Congressional staff. He said Commission's decision will affect the ability of the Commission to do what it wants to do and will affect the future of the legislation.

Batson said the Commission has not taken away Mosier's city limits and that the urban area boundary only differs from the city limits.

Ward said he feels the Scenic Area Act defines the urban area as the City of Mosier. He asked if the Commission wants to address the issue through attorneys?

Thompson said the issue is not black and white and that the City of Mosier has the opportunity to raise the issue again.

Dotty DeVaney, Wasco County
Dotty DeVaney said Wasco County asked that staff take a less restrictive view of what constitutes a mistake. She said consideration of other factors should be considered such as whether or not there is any logic for the discrepancy, whether or not there is any risk of cumulative effect, and whether or not there are other options to correct the discrepancy. DeVaney said the burden should be placed on the legislative record for determining discrepancies. She said staff has not shifted the burden to the record but has made recommendations based on a preponderance of the evidence. DeVaney said however, that staff has made the appropriate recommendations based on their limitations. She said there are remaining concerns. DeVaney asked the Commission to acknowledge and support staff in working with the counties on outstanding issues such as proposed sites for schools and churches, built and committed residential areas outside of urban areas, etc. She said there is a need to create a list of allowed or review uses and standards for uses in the Columbia River. DeVaney requested staff and the Commission provide to the City of Mosier clear legal authority for overlaying the boundaries. She said there is a real value in assisting Mosier and that progress can be made in helping them to refine their vision for their waterfront. DeVaney said there needs to be a willingness to explore recreation and economic funding to make Mosier's vision a reality.

Steve McCarthy said he agrees with much of what DeVaney said. He said he is one of the Commissioner's who have expressed concerns about limiting the areas that are currently under review. McCarthy said the Commission has to set priorities for what it can do within a given time period. He said staff could spend all of its time in revisiting all of the boundary lines in the Scenic Area. McCarthy said he is not convinced that any economic or recreation planning for Mosier or other areas can occur within the Commission's limited budget.

DeVaney said that the work provided to counties by staff is not a large work product but is invaluable. She said she would like to encourage the Commission to support staff's working with the

counties. DeVaney said these things may not take a lot of time and that it would help to have Commission support.

Mary Ann Duncan-Cole, City of Stevenson
Mary Ann Duncan-Cole provided information to the Commission (see attached map and report). Duncan-Cole said she feels the 4f process is appropriate for addressing future expansion and growth of urban areas. She said there is an issue of administration when the city limits are outside of the urban area: who controls, the city or the county? Duncan-Cole said the city has no legal relationship with the Commission and has to have the county's permission to address the Commission. She said she supports staff's recommendations that the Commission should make the necessary revisions outside of the 4f process. Duncan-Cole said the Commission has already made changes to the boundaries in the Scenic Area.

Blair Batson asked if too much land is included in Stevenson's urban area boundary. Duncan-Cole said the city foresaw that question and that after 12 years people have purchased property with the understanding that they are within the urban area. She said these are county residents and would not want to open that door. Duncan-Cole said the urban growth area was provided to address population growth and economic needs. She said Congress did not provide a time limit.

Bob Thompson asked if a property owner in the disputed area has sued the city of Stevenson. Duncan-Cole said the county has been sued.

John Grandholm, City of North Bonneville
John Grandholm provided information (see attached exhibits) to the Commission including maps indicating the city limits of the North Bonneville as it existed when the Scenic Area Act was enacted. He said the errors were well described by staff. He complemented staff on the work they have done particularly in working with the cities. Grandholm said the summary tabulates the mistakes made in mapping the boundaries. He pointed out another issue related to the amount of urban area land available to the City of North Bonneville--it is rather limited when taking into consideration the public ownership. Grandholm said it is important the boundaries be revised to include all of the city limits except the wildlife refuge.

Michael Bridges, City of Cascade Locks
Michael Bridges thanked staff for their work and for adequately describing the issues. He said the first preference of Cascade Locks is that the Commission just go ahead and make the changes. Bridges said that the 4f process requires resources the city does not have and would therefore have to rely on Commission staff. He said the city supports the staff's recommendation.

Blair Batson asked if the city has an immediate need for urban area lands or if this is just a correction that needs to be made? Bridges said there is potential development on the large parcel included in the southwest boundary.

Batson said there was discussion about the boundary of Cascade Locks and possibly excluding land currently within the urban areas. Bridges said it is an interesting question. He said the land is outside

of the city limits and outside of the urban growth boundary. Bridge said the city's basic stance is to follow the urban growth boundary.

Bob Shuppe, Hood River County
Bob Shuppe said that when Hood River County adopted its land use ordinance the county indicated that it felt there were intentional mapping errors and encouraged staff to find a quick way in resolving them. He said he thinks staff has found a way to do that. Shuppe said there may be areas around the Port that still may need to be resolved. He said the County endorses the process recommended by staff and supports the Commission moving forward.

Bobbie Miller, Rowena
Bobbie Miller commended the Commission in trying to work out the minor problems. Miller said she has a problem with the statement of "intent of Congress". She asked what Congressional staff actually did the mapping? She said she feels the Commission has the right to make changes. Miller thanked the Commission for being on the right track. She said that with open minds things can be resolved.

Sally Newell asked if Miller believes cities and counties have the authority to make changes? Miller said they should be allowed to provide their input so that the Commission does not go beyond its realm. She said it is important to deal directly with the counties and cities and appreciates the Commission's recent efforts.

John Reynolds, Friends of the Columbia Gorge
John Reynolds said he is very impressed by the staff reports and feels the work done that has been is thorough. He urged the Commission to examine and correct any mapping errors using the 4f process. Reynolds said the 4f process provides the Commission the ability to make changes based on a need for long-range growth and economic development. He said there currently appears to be adequate room for increased population. He said the criteria for economic needs is not spelled out in detail in the 4f process and a broad interpretation could be used. He said the Friends supports strong communities in the Gorge and that strong economic development is an important ingredient in those communities. Reynolds said he agrees that referral to Congress for revision of the boundaries should not be necessary. He said there is no control over how Congress would amend the Act. Reynolds said even those who may want amendments may be dismayed by the end result.

Patricia Sims, Portland
Patricia Sims said she supports staff's recommendation to use the 4f process rather than referral to Congress. She asked the Commission to use a local strategy rather than turning to Congress.

Anita Gahimer, Port of Skamania
Anita Gahimer thanked the Commission for the work staff has done and encouraged the Commission to proceed as expeditiously as possible, particularly on the city of Stevenson and City of North Bonneville areas.

Michael Lang, Friends of the Columbia Gorge
Michael Lang provided comments to the Commission (see attached). Lang said the 4f process has never been used. He said the Friends, while supporting the process, encourages the Commission and staff to use extreme caution.

Joyce Reinig asked what Lang means by "full documentation"? Lang said it is hard to speak to exactly what documentation should be used and that it depends on the burden of proof.

Reinig said she thinks the Commission should establish criteria for documentation. Lang agreed and said it is important to have mutually agreed upon criteria as to what constitutes adequate documentation.

Steve McCarthy said he agrees with the Friends in having a strict standard before saying that Congress did not know what it was doing.

Bob Thompson said he is not sure the Commission will assign error to Congress but to individual(s) who drew the maps.

Sally Newell said that she feels that most of the discrepancies will not meet the criteria in the 4f process and that it may be difficult to address the errors through the process.

Adcock said the 350-50-040 states that the Commission may make minor revisions and feels that not all of the revisions are considered minor. He provided the City of Mosier as an example saying that approximately 25% of its ownership would be revised. Staff noted that it is not recommending a revision of Mosier's Urban Area boundary. Thompson said the Commission is not proposing to strike the area from the city's ownership. Reinig noted the property is already excluded from the urban area.

Commissioners discussed the history of the alleged mapping errors and the decision of the Commission to review the discrepancies.

Tim Southworth said the points made about the need to resolve these issues through the 4f process and at the local level is correct. He said it is important to look at 4f and that the criteria is fairly specific about what constitutes a change that can be made by the Commission. Southworth said he is concerned that the process could be compromised by addressing these mapping errors.

Brian Litt said staff feels that the 4f process is appropriate. He said it is important to recognize that potential for a precedent is obviated because the Commission is addressing only those areas where lands within the city limits or urban growth boundaries were excluded from the urban areas. Litt said this makes these areas very distinct from other areas that someone might want to include in urban areas, because the same argument could not be made. He said Oregon has a very deliberate process for developing urban growth boundaries and that the information used there supports including the land in the urban area.

Steve McCarthy said he has the same concerns expressed by Southworth. He said this section of the law was designed to make minor urban area boundary revisions in order to avoid going to Congress every time. McCarthy said even though he has concerns he feels a court would say the Commission is using the process appropriately.

Thompson said the Commission has received phone calls from a variety of Congressional leaders stating that this is the way that Congress would prefer the Commission to handle the alleged errors.

Jonathan Doherty said the Commission has received a letter from Congresswoman Furse and in discussions with Congressional staff they all recommend using the 4f process. He said the Oregon Governor's office has also indicated support of staff's recommendation.

Art Carroll said he supports using the 4f process.

Vaughn Lein moved that the Commission use the 4f process to address alleged urban area mapping errors. Don Dunn seconded the motion and it was passed unanimously.

Blair Batson moved to refer the North Bonneville area 1A-West Boundary to the 4f process based on there is evidence that indicates a mapping error occurred. Joyce Reinig seconded the motion and it was unanimously passed.

Blair Batson moved to refer North Bonneville area 1B to the 4f process based on evidence a mapping error occurred. Joyce Reinig seconded the motion and it was unanimously passed.

Blair Batson moved to refer North Bonneville area 1, Moffett Hot Springs to the 4f process based on evidence a mapping error occurred. Joyce Reinig seconded and it was unanimously passed.

Blair Batson moved to refer North Bonneville area 1d to the 4f process based on evidence a mapping error occurred. Joyce Reinig seconded the motion and it was unanimously passed.

Blair Batson moved that Stevenson area 2 not be referred to the 4f process because there was not enough evidence to show an actual error occurred. Steve McCarthy seconded the motion. The motion failed 2 to 9 with the following vote:

Adcock - Nay	McCarthy - Aye	Reinig - Nay
Batson - Aye	Newell - Nay	Southworth - Nay
Dunn - Absent	Pitt - Nay	Staver - Nay
Lein - Nay	Quinn - Nay	Thompson - Nay

Joyce Reinig moved to refer the Stevenson area 2 to 4f process on the basis that it appears to be abn unintended mistake. Sally Newell seconded the motion. The motion carried 9 to 2 with the following vote:

Adcock - Aye	McCarthy - Nay	Reinig - Aye
Batson - Nay	Newell - Aye	Southworth - Aye
Dunn - Absent	Pitt - Aye	Staver - Aye
Lein - Aye	Quinn - Aye	Thompson - Aye

Tim Southworth moved to refer Cascade Locks area 3a to the 4f process based on evidence of a mapping error. Joyce Reinig seconded the motion. The motion carried 10 to 1 with the following vote:

Adcock - Aye	McCarthy - Aye	Reinig - Aye
Batson - Nay	Newell - Aye	Southworth - Aye
Dunn - Absent	Pitt - Aye	Staver - Aye
Lein - Aye	Quinn - Aye	Thompson - Aye

Joyce Reinig moved to refer Cascade Locks area 3b to the 4f process based on evidence of a mapping error following staff's recommendation that the urban area boundary follow the 1986 urban growth boundary. Sally Newell seconded the motion. The motion carried 10 to 1 with the following vote:

Adcock - Aye	McCarthy - Aye	Reinig - Aye
Batson - Nay	Newell - Aye	Southworth - Aye
Dunn - Absent	Pitt - Aye	Staver - Aye
Lein - Aye	Quinn - Aye	Thompson - Aye

Joyce Reinig moved that Cascade Locks, area 3c, Thunder Island, be referred to the 4f process based on evidence that a mapping error occurred. Blair Batson seconded the motion and it was unanimously passed.

Joyce Reinig moved to refer Hood River area 4 to the 4f process based on evidence that a mapping error occurred. Sally Newell seconded the motion and it was unanimously passed.

Tim Southworth moved that the Commission not refer the City of Mosier Area 5a to the 4f process because it appears Congress intended follow the shoreline of the Columbia River. Sally Newell seconded the motion. The motion carried 9 to 2 with the following vote:

Adcock - Nay	McCarthy - Aye	Reinig - Aye
Batson - Aye	Newell - Aye	Southworth - Aye
Dunn - Absent	Pitt - Aye	Staver - Nay
Lein - Aye	Quinn - Aye	Thompson - Aye

Bob Thompson noted the Commission is not taking property away from the City of Mosier.

Bud Quinn said the Commission said it would only deal with areas where there was a clear indication of errors.

Blair Batson staff should continue to pursue working with the City of Mosier.

Sally Newell said the Commission is being consistent with its approach to the city limits of Cascade Locks, Hood River, Mosier and The Dalles that are within the Columbia River.

Joyce Reinig moved that the Commission not refer Mosier area 5b to the 4f process based on evidence that the urban area boundary line was the intent of Congress. Sally Newell seconded the motion. The motion carried 10 to 1 with the following vote:

Adcock - Aye	McCarthy - Aye	Reinig - Aye
Batson - Aye	Newell - Aye	Southworth - Aye
Dunn - Absent	Pitt - Aye	Staver - Aye
Lein - Aye	Quinn - Nay	Thompson - Aye

Joyce Reinig moved that the Commission not refer The Dalles area 6a to the 4f process based on evidence that Congress intended to exclude the mainstem of the Columbia River from the urban area. Tim Southworth seconded the motion and it was passed unanimously.

The Commission noted that no action is needed on The Dalles area 6b. The Congressional map is correct and the Forest Service map needs to be corrected.

Jurgen Hess said the Forest Service will take care of the 6b correction.

Blair Batson moved that The Dalles area 6c, Dry Hollow Elementary, be referred to the 4f process based on evidence that a mapping error occurred. Joyce Reinig seconded the motion and it was passed unanimously.

Blair Batson moved that The Dalles area 6d be referred to the 4f process based on evidence a mapping error occurred. Joyce Reinig seconded the motion and it was unanimously passed.

Economic Development Loan Certification--File No. W97-0021
Mary Vasse provided information to the Commission on the application by the City of The Dalles for a combination loan and grant for $700,000 to expand the city's wastewater treatment plant (see attached memorandum dated November 10, 1997). She said staff's recommendation is that the project as originally proposed is not consistent with the first or second purposes of the Act. Vasse said demolition of the grain elevator would destroy a significant cultural resource in The Dalles Commercial Historic District and the application provides no mitigation to lessen the impact to the cultural resource.

Bobbie Miller, Rowena
Bobbie Miller reminded the Commission said that if the investment board approved it then it is a done deal.

Bob Thompson said the Commission must make a consistency determination independent of the investment boards.

1998 Cascade Locks and Stevenson Revisions

In 1998, Hood River County and Skamania County applied to revise the Cascade Locks Urban Area and Stevenson Urban Area boundaries in accordance with the 1997 report and Commission decisions identified discrepancies in the boundaries of those urban areas. The Commission approved those applications. Friends of the Columbia Gorge sought judicial review of both. Friends and Hood River County settled the case involving the Cascade Locks Urban Area boundary. The Skamania County Superior Court and Washington Court of Appeals affirmed the Commission's decision concerning the Stevenson Urban Area boundary. Because those decisions addressed only discrete mapping issues, and because the Commission is much more aware now of issues with using the 4(f) criteria and the Commission's guidance in the handbook, it is unlikely that similar findings would be sufficient to demonstrate compliance with the 4(f) criteria in an application to expand an urban area boundary.

Copies of the two Commission decisions, the Klickitat County Superior Court's decision (handled by a Yakima County visiting judge) and the Washington Court of Appeals decision are included in this background notebook.

FINAL ORDER OF THE COLUMBIA RIVER GORGE COMMISSION
(MODIFIED)

MINOR URBAN AREA BOUNDARY REVISION – CITY OF CASCADE LOCKS
UA-98-01

Columbia River Gorge Commission

I. Introduction

In 1998, Hood River County applied to the Columbia River Gorge Commission for a minor urban area boundary revision. The Gorge Commission held a public hearing in which the City of Cascade Locks and Friends of the Columbia Gorge intervened and participated. The Columbia River Gorge Commission issued a final order for this matter on June 22, 1999, which is attached as Exhibit A. Intervenor Friends of the Columbia Gorge sought judicial review of the final order.

On April 10, 2001, Hood River County, the City of Cascade Locks, and Friends of the Columbia Gorge asked the Columbia River Gorge Commission to modify its decision. They jointly submitted a map and text of their request, which are attached as Exhibit B.

II. Findings of Fact Supporting this Requested Modification

(1) The land that is included in this requested modification includes only land that was analyzed by the Gorge Commission in its 1999 decision.

(2) The requested modification will restore the classification of 87 acres to their pre-1999 decision classification of urban area or special management area. Sixty-three acres that were made urban area will be shifted back to a SMA classification. Twenty-four acres that were made special management area will be shifted back to an urban area classification.

(3) The requested modification does not change the analysis supporting the 1999 decision. The findings of fact and conclusions of law supporting the 1999 decision equally support the outcome of this modified order.

(4) None of the parties to the 1999 decision and none of the landowners who would be affected by the requested modification oppose the modification. All parties and landowners were notified of the requested modification and were sent notice of the hearing on the requested modification. The U.S.D.A. Forest Service intervened in this matter and expressed support for the requested modification.

(5) The 1999 decision is currently under appeal to the Klickitat County Superior Court (No. 99-2-00211-9). The Commission action therefore can have no effect

unless and until the matter is dismissed by the Klickitat County Superior Court. Petitioner Friends of the Columbia Gorge represents that upon order of the Commission approving the requested modification, that they will seek a voluntary dismissal of the case.

III. Conclusions of Law

(1) The effect of this requested modification is to restore the classification which Congress assigned to 87 acres. This restoration does not require an independent analysis under the 4(f) criteria, as it merely restores the status quo ante.

(2) The findings of fact and conclusions of law supporting the 1999 decision continue to apply to that decision.

(3) The Gorge Commission recognizes the Klickitat County Superior Court has jurisdiction and therefore adopts this modified order conditional upon future dismissal of the litigation. This order is to take effect only upon dimissal of the litigation.

IV. Action

The Columbia River Gorge Commission, having considered the requested modification proposed by Friends of the Columbia Gorge, Cascade Locks, and Hood River County, and finding no opposition to the requested modification, approves the modification shown and described in Exhibit B.

This approval shall become effective only upon dismissal of the lawsuit filed by Friends of the Columbia Gorge challenging the 1999 decision. Upon dismissal of the lawsuit, the boundaries of the Cascade Locks Urban Area shall be as depicted and described in Exhibit A, as modified as depicted and described in Exhibit B.

DATED this 16th day of April, 2001

Anne W. Squier

Anne W. Squier, Chair
Columbia River Gorge Commission

CERTIFICATE OF SERVICE

I hereby certify that on the 17th day of April, 2001, I served a true and correct copy of the foregoing MODIFIED FINAL ORDER – MINOR URBAN AREA REVISION – CITY OF CASCADE LOCKS UA-98-01 by first class mail on the following persons:

Michael Lang
Friends of the Columbia Gorge
522 SW Fifth Avenue, Ste 820
Portland, OR 97204

Carol York,County Commissioner
Hood River County
309 State Street
Hood River, OR 97031

Bob Willoughby, City Administrator
City of Cascade Locks
P.O. Box 308
Cascade Locks, OR 97014

Jurgen Hess
U.S.D.A. Forest Service
902 Wasco Avenue, Suite 200
Hood River, OR 97031

Nancy Andring

Nancy Andring
Secretary
Columbia River Gorge Commission

FINAL ORDER OF THE COLUMBIA RIVER GORGE COMMISSION

MINOR URBAN AREA BOUNDARY REVISION - CITY OF CASCADE LOCKS
UA-98-01

Columbia River Gorge Commission
June 22, 1999

I. Introduction

As provided for in Commission Rule 350-40-020, the Hood River County Board of Commissioners applied to the Columbia River Gorge Commission for a minor revision to the Urban Area boundary of the City of Cascade Locks (City), Oregon. The application proposed to revise the Urban Area (UA) boundary to coincide with the Urban Growth Boundary (UGB) in existence at the time of passage of the Scenic Area Act. In November 1997, the Columbia River Gorge Commission determined there was evidence a mapping error inconsistent with Congressional intent had occurred in not following the UGB for the Urban Area boundary. This application was submitted by Hood River County to correct this mapping error.

II. Adopted Minor Urban Area Boundary Revision

The adopted boundary revision added to the Cascade Locks Urban Area 127.5 acres previously in the Special Management Area (SMA). Eighty-seven and one-half acres of the 127.5 acres are also inside the corporate limits of the city. The adopted revision also would remove 171 acres from the Cascade Locks UA and place them within the SMA. This change becomes effective upon the effective date on which such lands receive SMA land use designations through an adopted plan amendment.

III. Authority and Requirements

A. The authority for making minor revisions to Urban Area boundaries comes from Section 4(f) of the Scenic Area Act (and Commission Rule 350-40-020):

(1) Upon an application of a county and in consultation with the Secretary, the Commission may make minor revisions to the boundaries of any urban area identified in subsection 4(e) of this section. A majority vote of two-thirds of the members of the Commission, including a majority of the members appointed from each State, shall be required to approve any revision of urban area boundaries.

(2) The Commission may revise the boundaries of an urban area only if it finds that-
(A) a demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the management plan;

(B) revision of urban area boundaries would be consistent with the standards established in section 6 and the purposes of this Act;
(C) revision of urban area boundaries would result in maximum efficiency of land uses within and on the fringe of existing urban areas; and
(D) revision of urban area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces.

IV. Procedural Requirements in Commission Rule 350-40 for Revisions to Urban Area Boundaries

A. Commission Rule 350-40-060 requires the Commission to post public notice of a completed application for a minor UA boundary revision. This rule requires a comment period of 20 working days from the date a notice is posted, within which written comments may be submitted.

Notice of the Application # UA-98-01 was posted as required by Commission Rule 350-40-060 on December 10, 1998. Notice was provided to the U.S. Forest Service-Scenic Area Office, Gorge counties, tribal governments, the states of Oregon and Washington, and published in local and regional newspapers.

B. Commission Rule 350-40-070 requires that the Executive Director prepare a report, which may include recommendations, within 30 working days of the date an application is accepted as complete.

The Director's Report was issued on January 13, 1999, in accordance with Commission Rule 350-40-070. Jonathan Doherty, Executive Director of the Commission, recommended approval of the proposed minor UA boundary revision for the City of Cascade Locks in the Director's Report.

C. Commission Rule 350-40-080(1) and (2) requires the Commission to hold a public hearing on all UA boundary revision applications, and allow any person to comment on the application at the hearing.

The Gorge Commission held a hearing on the proposed UA boundary revision on March 9, 1999, in The Dalles, Oregon. The public was invited and afforded an opportunity to comment on the application.

D. Commission Rule 350-40-080(3) provides for an intervention period of 20 working days after the date the Director's Report is prepared. Any party providing comment during the comment period may intervene at the Commission's hearing on the application by filing a Notice of Intervention during the intervention period.

An intervention period of 20 working days followed the issuance of the Director's Report, within which time two intervenors filed Notices of Intervention. These intervenors were the Friends of the Columbia Gorge and the City of Cascade Locks.

E. In considering the amendment, the Commission complied with the requirements in Commission Rule 350-40.

V. Findings and Conclusions

The Gorge Commission found the facts listed below, as delineated in the application and summarized at the March 9, 1999 hearing by representatives of the City of Cascade Locks and Hood River County, demonstrate compliance with Criterion A through D.

A. Criterion A: A Demonstrable Need Exists to Accommodate Long-Range Urban Population Growth Requirements or Economic Needs Consistent With the Management Plan

1. The proposed UA boundary revision reinstates the prior Urban Growth Boundary (UGB) adopted by the City and approved by the State of Oregon's Department of Land Conservation and Development (DLCD). In approving the UGB, DLCD found that this boundary reflected the need to accommodate long-range urban population growth requirements and economic needs of the City.

2. Growth rates in the City are expected to increase substantially, due to a significant increase in sewage treatment capacity and available industrial land base. New industries, anticipated to locate in the City, will generate additional housing needs. The subject lands contain developable private lands. Their inclusion inside the UA is necessary to help meet these needs. Thus, these lands are needed to meet both the long-range growth requirements and economic needs of the City.

B. Criterion B: Revision of Urban Area Boundaries Would be Consistent With the Standards in Section 6 and the Purposes of the Scenic Area Act

1. Four of the standards contained in Section 6 of the Act are relevant to the application. They are protection and enhancement of: open spaces, agricultural lands, forest lands, and recreation resources. Consistency with the standard regarding recreation resources is addressed in the discussion of consistency with the purposes of the Act.

2. Due to soil limitations, slope constraints, size and adjacent land uses,

none of the subject lands proposed for inclusion in the UA are suitable as agricultural lands.

3. Because of small parcel sizes, adjacent non-forestry uses, and slope constraints, the subject lands are not suitable for commercial forest uses. Their inclusion in the UA will not adversely affect Scenic Area forest lands.

4. With one exception, the lands in the proposed boundary revision area do not possess the significant and/or sensitive resources necessary to be considered open spaces. The exception is the federal land managed by the U.S. Forest Service on the eastern end of the south boundary area. As Keith Liden, Planning Consultant for Cascade Locks, testified at the March 9, 1999 hearing, the City recently adopted plan and zoning updates. These updates include zoning this area Open Space. The sensitive resources in this area will be protected by both the City's zoning and the Forest Service ownership. The revision protects open spaces in the subject area.

5. The revision is consistent with the standards in Section 6 of the Act.

6. No known cultural resources exist on the subject lands. The boundary revision will not affect any known cultural resources.

7. Two trails (Pacific Crest Trail and Gorge Trail 400) are located near the subject lands. Given the heavy forest cover, anticipated uses, and distance between these trails and the subject lands, the revision will not adversely affect these recreation resources. A segment of the Herman Creek Trail is located on the subject lands, in federal ownership and zoned Open Space by the City. This trail will be protected from adverse effects by the Forest Service ownership and City zoning. The revision will not adversely affect recreation resources.

8. The portions of the subject lands expected to receive development (due to slope constraints, geologic hazard overlay zoning, and planned development provisions) are generally heavily forested and on the area's lower slopes. These lands are less visible from key viewing areas than the upper slopes of the subject lands. Given the anticipated land uses, planned development provisions, degree of visibility and forest cover, the revision will not adversely affect scenic resources.

9. Some of the southern and western boundary areas contain deer and elk winter range, and parts of the western boundary area contain bald eagle habitat. In addition, a stretch of Herman Creek, classified as special

stream habitat, flows through the eastern edge of the subject lands.

Herman Creek and some of the winter range and bald eagle habitat are on federal lands. This ownership and the management of these areas for resource protection by the Forest Service will protect these resources.

Planned development and zoning provisions will keep the upper portions of the subject lands undeveloped, further protecting some winter range and eagle habitat. As stated by Keith Liden at the March 9, 1999 hearing, incentives for developments that provide additional protection of sensitive wildlife areas are included in the new planned development provisions recently adopted by the City.

As part of this revision, 171 acres of public lands, which are in deer and elk winter range, will be transfered from the Urban Area to the Special Management Area.

Due to all the above factors, the revision will not adversely affect natural resources.

10. The revision is consistent with the first purpose of the Act.

11. The revision will bring private, developable land (within the prior UGB), long planned for growth, into the Urban Area.

    This land will help provide additional housing needed with anticipated future industrial/commercial growth. Including such lands in the UA will encourage growth to occur in the Urban Area.

12. Development of the subject lands is part of a long-term strategy to provide a population base sufficient to support a range of commercial services and amenities not currently available within the City.

13. The revision will encourage growth within the Cascade Locks Urban Area and protect and support the economy of the City, in accordance with the second purpose of the Act.

C. Criterion C: Revision of Urban Areas Would Result in Maximum Efficiency of Land Uses Within and on the Fringe of Existing Urban Areas

1. When the Oregon DLCD approved the original UGB (which would become the UA boundary through this revision), it found that the UGB would result in the maximum efficiency of land use within and on the fringe of the Urban Area.

2. A major increase in sewage system capacity recently occurred. In addition, other urban infrastructural elements are in place in proximity to the subject lands. Adding the developable lands in the subject area into the City's UA will increase the number of users to these systems, increasing the efficiency in delivery of urban services.

3. The revision will bring into one planning jurisdiction properties currently split by the UA line into two jurisdictions. This will eliminate inherent inefficiencies of such "jurisdictional severing" of these lands.

4. Including the open space lands in federal ownership into the UA will help meet the City's open space needs. This in turn will allow denser development in other parts of the City, increasing land use efficiency.

5. The revision will result in the maximum efficiency of land uses within and on the fringe of the UA.

D. Criterion D: Revision of Urban Area Boundaries Would Not Result in the Significant Reduction of Agricultural Lands, Forest Lands, or Open Spaces

1. The subject lands are not suitable for agricultural use.

2. The subject lands have limited capacity as forest land. They are not suitable as commercial forest land, due to parcel sizes, surrounding non-forestry land uses and steep slopes.

3. The only significant open spaces in the subject boundary revision area are lands managed by the U.S. Forest Service, in the eastern part of the south boundary area. These lands have recently been designated and zoned Open Space by the City. Thus, although included in the UA, these lands will remain open spaces.

4. The revision will not significantly reduce agricultural lands, forest lands, or open spaces.

E. Overall Findings of the Commission on Using the Section 4(f) Process

At the March 9, 1999 hearing, the Commission adopted the following findings regarding the proposed revision and the use of the process for minor revisions to UA boundaries provided in section 4(f) of the Act:

1. On November 18, 1997, the Gorge Commission considered the issue of alleged mapping errors to the Cascade Locks Urban Area Boundary.

2. On that date, the Commission found there was evidence a mapping error had occurred.

3. Congressional representatives provided input to the Commission on this issue, recommending use of the 4(f) process to address any mapping errors.

4. The Gorge Commission voted on November 18, 1997, to address the Cascade Locks Urban Area Boundary revision through the 4(f) process based on evidence in the record that a mapping error occurred when Congress set the Urban Area Boundary.

5. The Commission directed its staff to work with the City of Cascade Locks to prepare a minor Urban Area Boundary revision application following the 4(f) process.

6. The application before the Commission today [March 9, 1999] is the outcome of that Commission direction.

VI. Decision

A. Based on the foregoing findings of fact and conclusions of law, the minor revision to the Cascade Locks UA boundary is consistent with Commission Rule 350-40. The Commission correctly concluded that the revision is consistent with applicable Commission rules and applicable provision of the Scenic Area Act.

B. The Commission further concluded that the boundary revisions bringing land from the Urban Area into the Special Management Area not become effective until a Management Plan amendment assigning Special Management Area designations has been adopted and concurred with.

DATED AND SIGNED THIS 22nd day of June, 1999, at White Salmon, Washington.

Anne Squier
Chair, Columbia River Gorge Commission

NOTICE: You are entitled to judicial review of this Final Order within 60 days from the date of this order, pursuant to section 15(b)(4) of the Scenic Area Act, P. L. 99-663.

ADMINISTRATION

TEL. (541) 386-3970
FAX (541) 386-9392

HOOD RIVER COUNTY

BOARD OF COMMISSIONERS

JOHN R. ARENS - CHAIR
CAROL YORK - DISTRICT NO. 1
BOB HASTINGS - DISTRICT NO. 2
CHUCK THOMSEN - DISTRICT NO. 3
BS PERKINS - DISTRICT NO. 4

309 STATE STREET

HOOD RIVER, OREGON 97031-2093

RECEIVED
APR - 4 2001
COLUMBIA RIVER GORGE COMMISSION

TO: Columbia River Gorge Commission

From: Hood River County, City of Cascade Locks, and Friends of the Columbia Gorge

Regarding: Proposed Settlement and Minor Modification of UA-98-01

Date: April 2, 2001

1. Summary

Hood River County, the City of Cascade Locks, and Friends of the Columbia Gorge requests approval from the Columbia River Gorge Commission of a minor modification of the Commission's decision approving UA-98-01, which revised the Urban Area Boundary of the City of Cascade Locks. Approval of this minor modification will allow Friends of the Columbia Gorge to request a voluntary dismissal of its appeal of the Commission's original decision. The 1999 decision is currently under appeal before the Washington State Superior Court in Klickitat County.

2. Background

In 1998, Hood River County and the City of Cascade Locks applied for a minor revision to the urban area boundary of Cascade Locks. The Commission approved the application at the March 9, 1999 Commission meeting. The revision restored the Urban Area Boundary to its pre-National Scenic Area Act location. The revision added 127.5 acres of land to the Cascade Locks Urban Area that was within the Special Management Area (except for 0.5 acres within the GMA). These lands were within the Urban Growth Boundary in existence prior to the passage of the National Scenic Area Act. The revision also removed 171 acres of publicly owned land from the Urban Area. A written order approving the revision was issued by the Commission on June 22, 1999. Friends of the Columbia Gorge appealed this decision to the Klickitat County Superior Court within the sixty-day appeal deadline.

3. Minor Modification to UA-98-01

The settlement agreement will involve minor modifications to the Gorge Commission's decision. All of the lands involved in the minor modifications have been previously analyzed by the Commission. All lands involved in the requested modification will be returning to the status that existed prior to the approval of UA-98-01. The proposed minor modifications will not affect the analysis performed at the time the Commission approved UA-98-01.

The modifications involve restoring 28 acres of private land on the west side of Cascade Locks to the NSA. This includes tax lots 300, 301, 700 and 800. Forest Service lands on the east end of the Urban Area would be restored to the NSA, adding up to about 62 acres. This includes the portions of tax lots 200, 404 and 900 that lie south of the BPA power line.

Cascade Locks will restore approximately 37.44 acres of publicly owned land to the Urban Area. The parcels include the Oxbow Salmon Hatchery and numerous buildings. The properties are owned by the Forest Service and the State of Oregon.

The lands that would be restored to the National Scenic Area were previously within the congressionally designated boundary of the National Scenic Area from 1986 until the Commission's approval of the revision in 1999. The Forest Service and state lands that would be restored to the Urban Area were within the Congressionally designated Urban Area from 1986 to 1999.

4. Conclusions and Recommendation

The City of Cascade Locks, Hood River County and Friends of the Columbia Gorge have worked for months to reach a mutually agreeable compromise on the Urban Area Boundary issue. The proposed minor modification will meet the needs of all parties.

In addition, the revision of the Cascade Locks Urban Area Boundary is a condition that Hood River County requires to be met in order to continue the administration of its National Scenic Area ordinance. The parties believe that Hood River County's continued participation, as a partner in protecting the Columbia River Gorge is very important.

Please join the City of Cascade Locks, Hood River County and Friends of the Columbia Gorge in supporting the resolution of this issue.

HOOD RIVER COUNTY

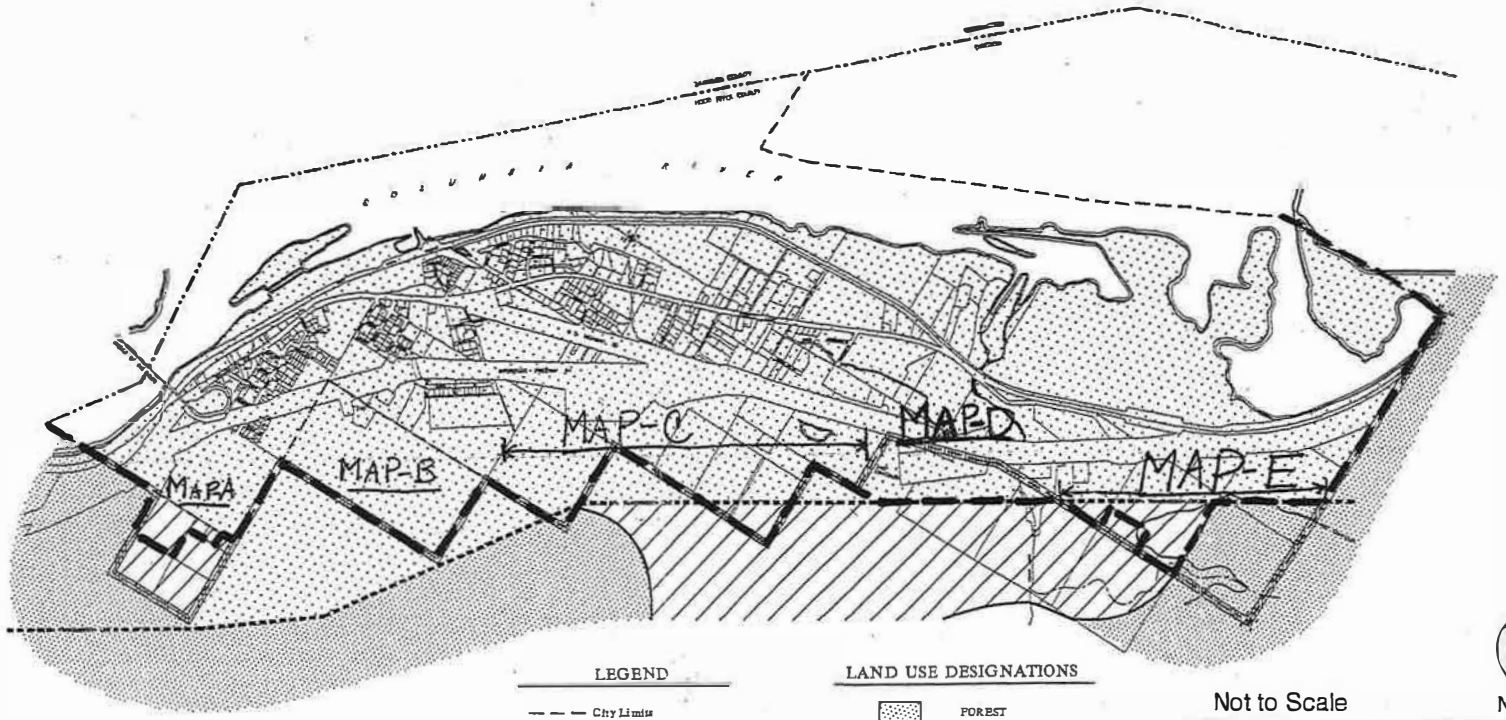
John R. Arens, Chair

Carol York, Commissioner

Bob Hastings, Commissioner

Chuck Thomsen, Commissioner

Les Perkins, Commissioners



LEGEND

- City Limits
- State & County Line
- BPA Transmission Line
- Urban Growth Boundary

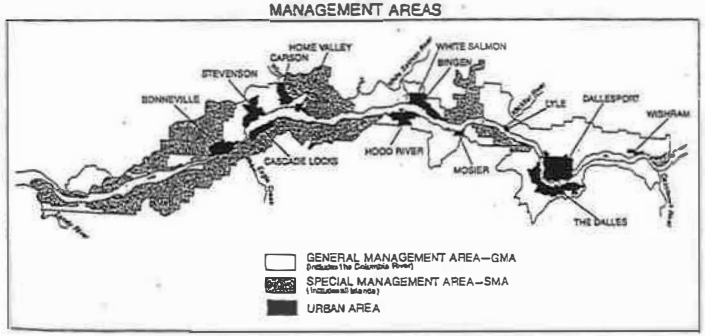
LAND USE DESIGNATIONS

- FOREST
- OPEN SPACE
- URBAN AREA

Not to Scale

NORTH

MANAGEMENT AREAS



--- AMENDED URBAN AREA BOUNDARY 4/3/01

Figure 11

Source: Columbia River Gorge National Scenic Area Management Plan

McKeever/Morris, Inc.

Columbia River Gorge Management Plan

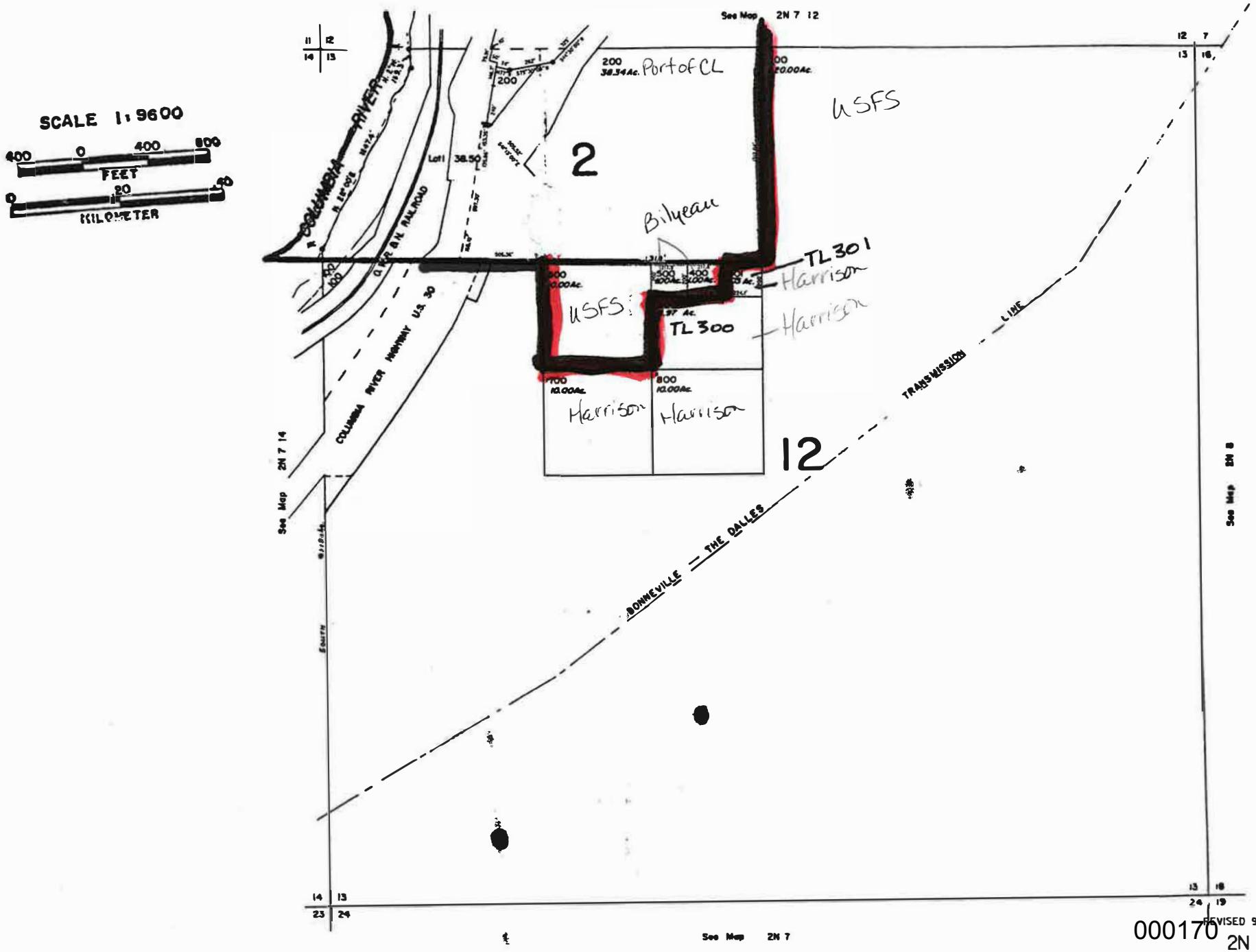
City of Cascade Locks Comprehensive Plan Background Summary

MAP-A

THIS MAP WAS PREPARED FOR ASSESSMENT PURPOSE ONLY

SECTION 13 T.2N. R.7E. W.M.
HOOD RIVER COUNTY
1" = 400'

2N 7 13
CASCADE LOCKS



REVISED 9-24-96, LC

000170

2N 7 13

MAP-B

THIS MAP WAS PREPARED FOR ASSESSMENT PURPOSE ONLY

SEC. 12 T.2N. R.7E. W.M.
HOOD RIVER COUNTY
1" = 400'

2N 7 12
& INDEX
CASCADE LOCKS

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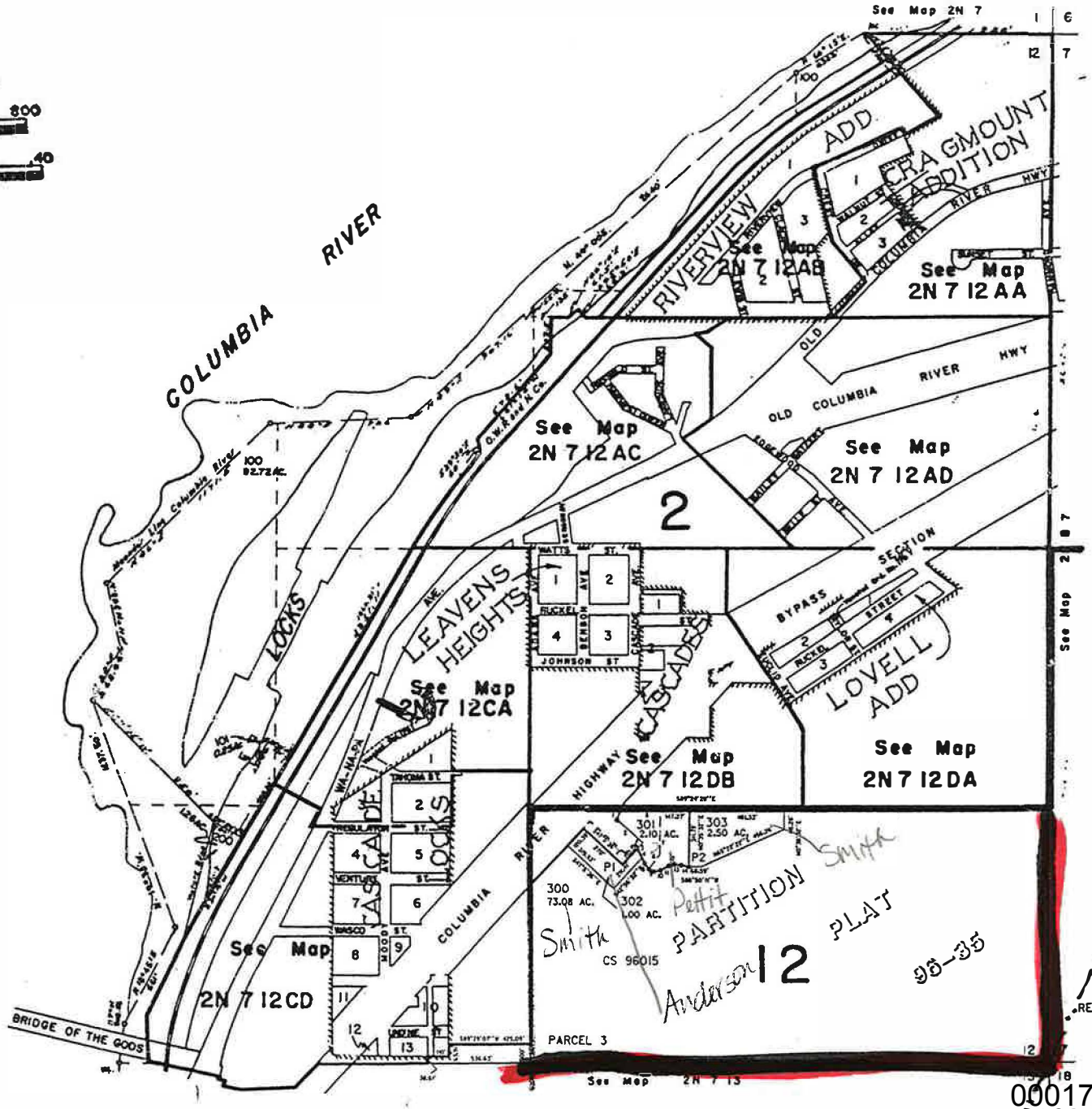
FEET

0 20 40
KILOMETER

PARCEL 301



2N 7 12
& INDEX
CASCADE LOCKS

000171

MAP-C

THIS MAP WAS PREPARED FOR ASSESSMENT PURPOSE ONLY

SECTION 07 T.02N. R.08E. W.M.
HOOD RIVER COUNTY
1"=400'

02N 08 07
& INDEX
CASCADE LOCKS

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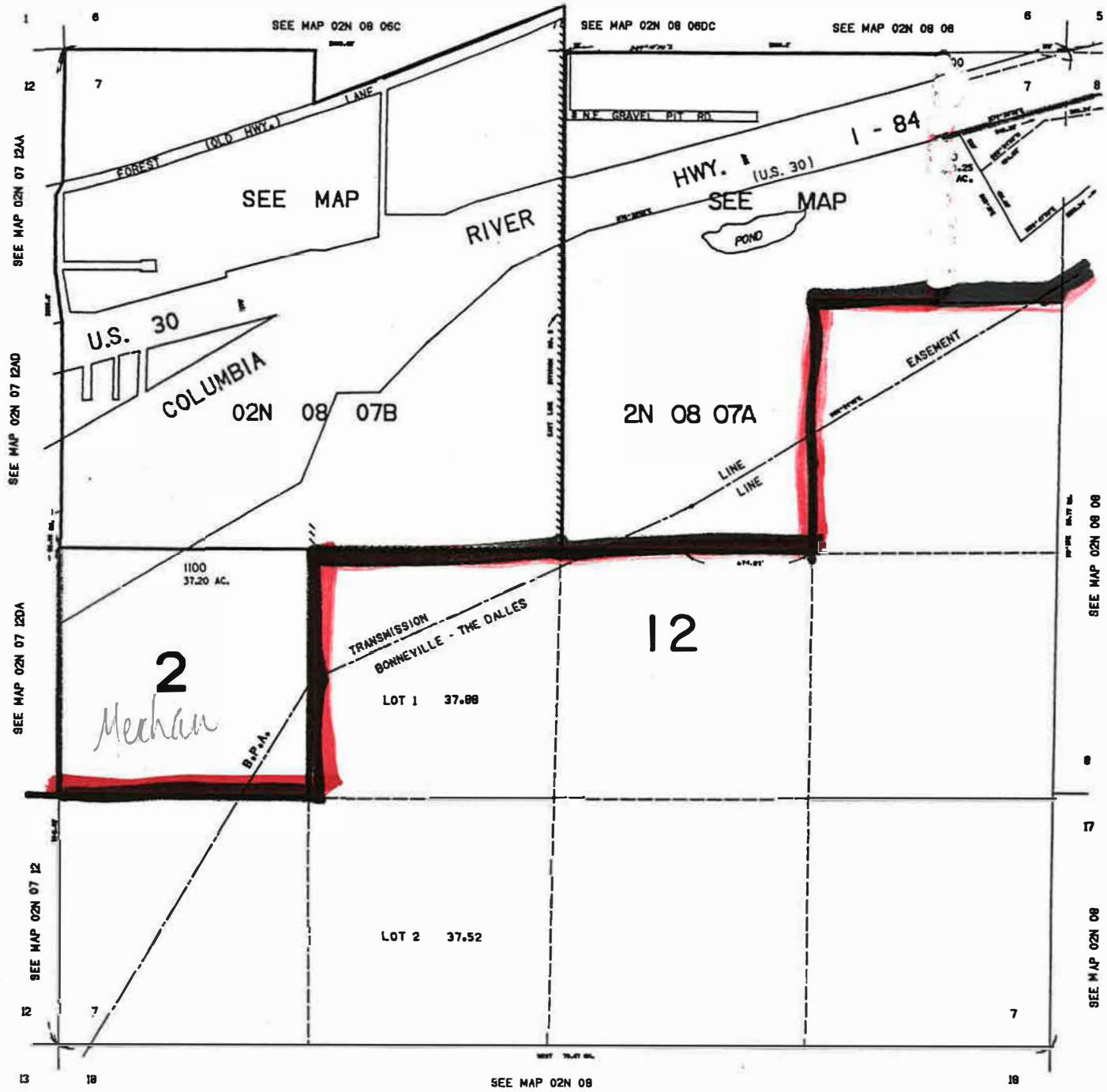
FEET
0 20 40
METER



02N 08 07
000172 & INDEX
CASCADE LOCKS

MAP-D

THIS MAP WAS PREPARED FOR ASSESSMENT PURPOSE ONLY.

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HOOD RIVER COUNTY
1"=400'

02N 08 08

CANCELLED NO.'S
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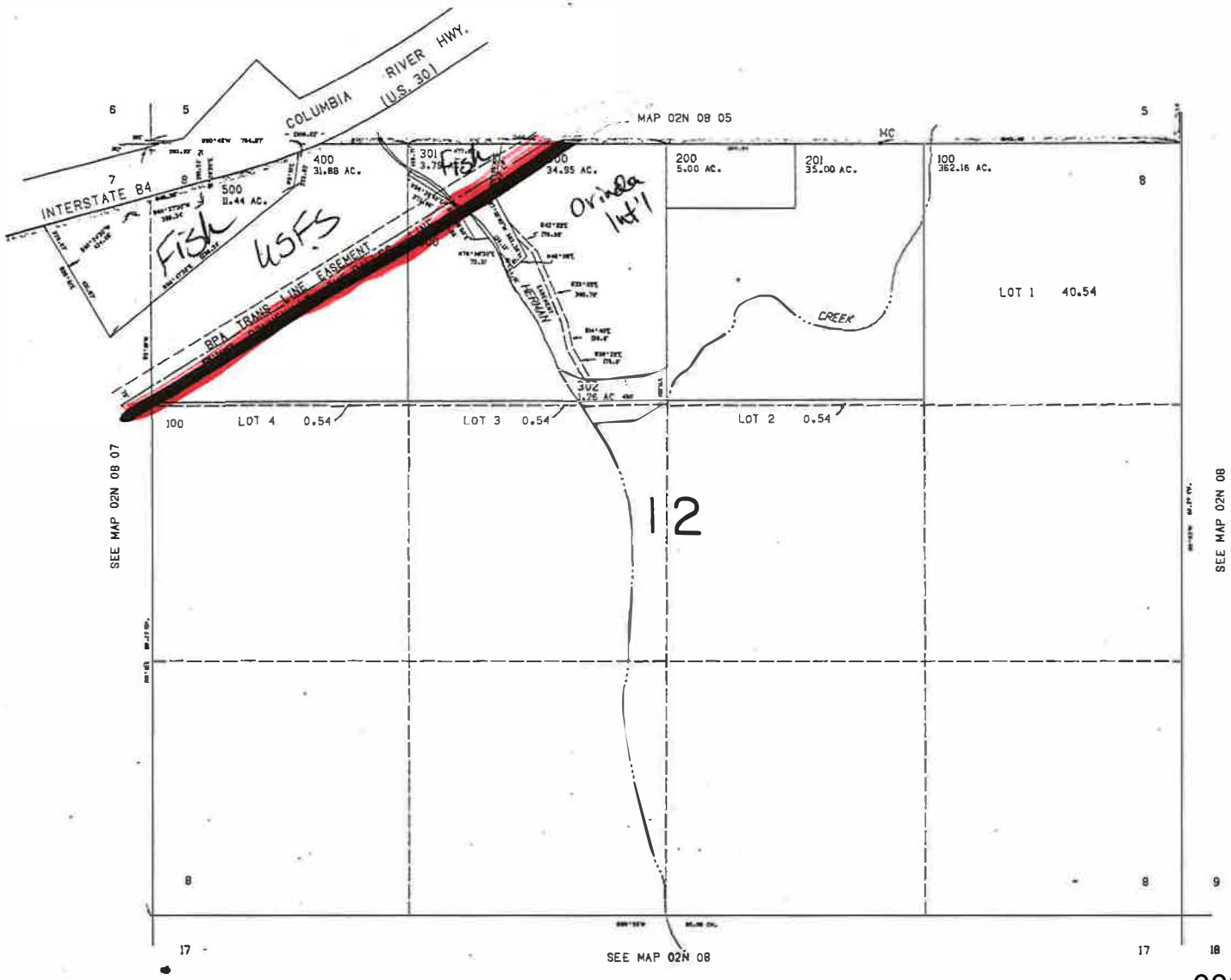
300U2



SCALE 1:9600
FEET
KILOMETERS

02N 08 08

MAP-E

THIS MAP WAS PREPARED FOR ASSESSMENT PURPOSE ONLY

SECTION 5 T.2. R.8E. W.M.
HOOD RIVER COUNTY
1"= 400'

2N 8 5
CASCADE LOCKS

2N 8 5

CANCELLED NO
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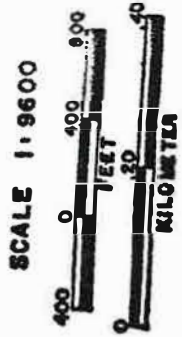
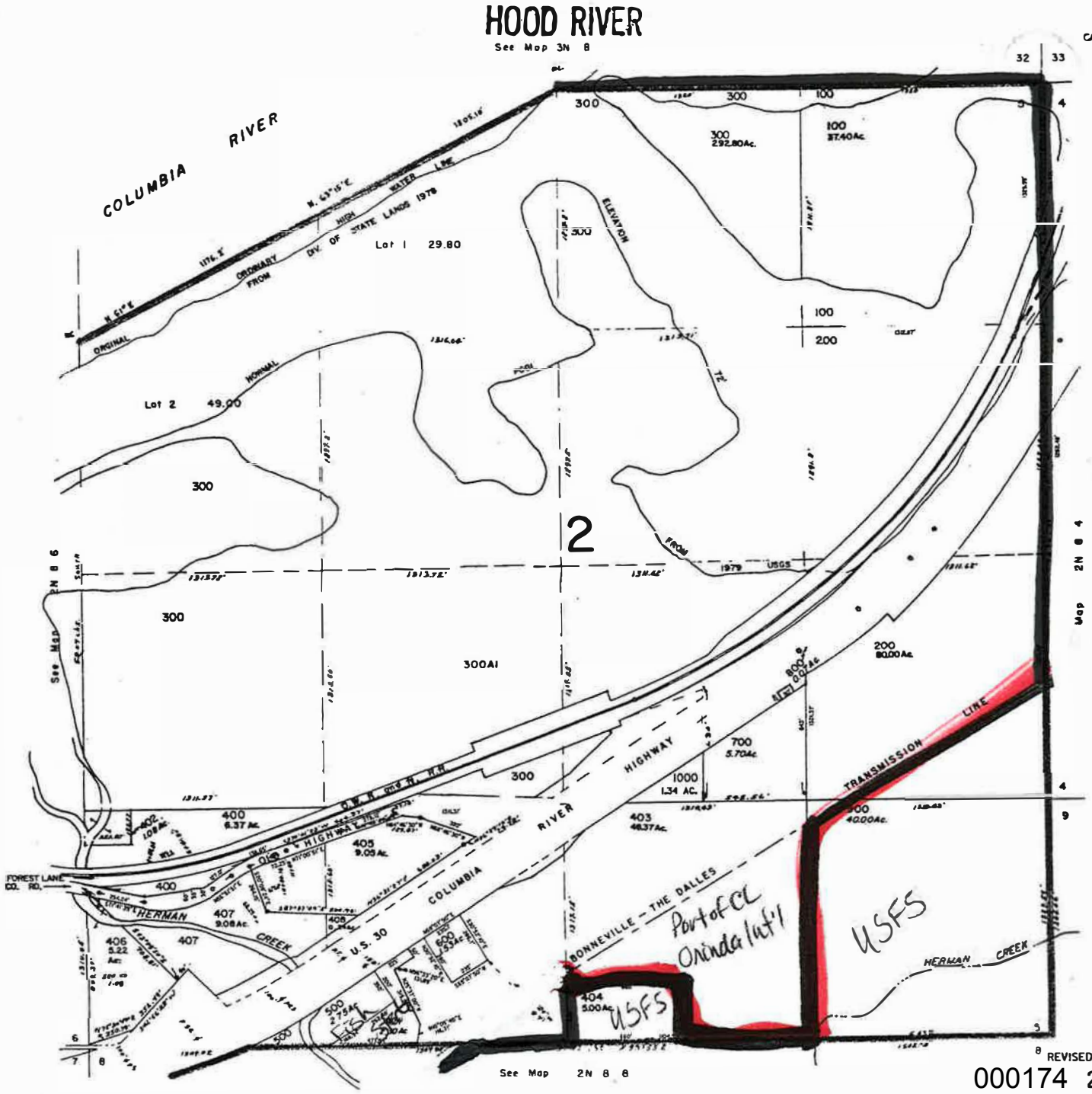
400U2





REVISED 3-11-98, JD

000174 2N 8 5
CASCADE LOCKS

FINAL ORDER OF THE COLUMBIA RIVER GORGE COMMISSION

MINOR URBAN AREA BOUNDARY REVISION - CITY OF STEVENSON
UA-98-02

Columbia River Gorge Commission
June 22, 1999

I. Introduction

As provided for in Commission Rule 350-40-020, the Skamania County Board of Commissioners applied to the Columbia River Gorge Commission for a minor revision to the Urban Area boundary of the City of Stevenson (City), Washington. The application proposed to revise the Urban Area (UA) boundary to include lands inside the corporate limits of the City since 1974 but excluded from the Urban Area. In November 1997, the Columbia River Gorge Commission determined there was evidence a mapping error inconsistent with Congressional intent had occurred in excluding these lands from the Stevenson Urban Area. This application was submitted by Skamania County and the City to correct this mapping error.

II. Adopted Minor Urban Area Boundary Revision

The adopted boundary revision added to the Stevenson Urban Area 36 acres previously in the General Management Area (GMA). The subject lands are within the corporate limits of the City.

III. Authority and Requirements

A. The authority for making minor revisions to Urban Area boundaries comes from Section 4(f) of the Scenic Area Act (and Commission Rule 350-40-020):

(1) Upon an application of a county and in consultation with the Secretary, the Commission may make minor revisions to the boundaries of any urban area identified in subsection 4(e) of this section. A majority vote of two-thirds of the members of the Commission, including a majority of the members appointed from each State, shall be required to approve any revision of urban area boundaries.

(2) The Commission may revise the boundaries of an urban area only if it finds that-
(A) a demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the management plan;
(B) revision of urban area boundaries would be consistent with the standards established in section 6 and the purposes of this Act;
(C) revision of urban area boundaries would result in maximum efficiency of

land uses within and on the fringe of existing urban areas; and
(D) revision of urban area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces.

IV. Procedural Requirements in Commission Rule 350-40 for Revisions to Urban Area Boundaries

A. Commission Rule 350-40-060 requires the Commission to post public notice of a completed application for a minor UA boundary revision. This rule requires a comment period of 20 working days from the days a notice is posted, within which written comments may be submitted.

Notice of the Application # UA-98-01 was posted as required by Commission Rule 350-40-060 on December 10, 1998. Notice was provided to the U.S. Forest Service-Scenic Area Office, Gorge counties, tribal governments, the states of Oregon and Washington, and published in local and regional newspapers.

B. Commission Rule 350-40-070 requires that the Executive Director prepare a report, which may include recommendations, within 30 working days of the date an application is accepted as complete.

The Director's Report was issued on January 13, 1999, in accordance with Commission Rule 350-40-070. Jonathan Doherty, Executive Director of the Commission, recommended approval of the proposed minor UA boundary revision for the City of Stevenson in the Director's Report.

C. Commission Rule 350-40-080(1) and (2) requires the Commission to hold a public hearing on all UA boundary revision applications, and allow any person to comment on the application at the hearing.

The Gorge Commission held a hearing on the proposed UA boundary revision on March 9, 1999, in The Dalles, Oregon. The public was invited and afforded an opportunity to comment on the application.

D. Commission Rule 350-40-080(3) provides for an intervention period of 20 working days after the date the Director's Report is prepared. Any party providing comment during the comment period may intervene at the Commission's hearing on the application by filing a Notice of Intervention during the intervention period.

An intervention period of 20 working days followed the issuance of the Director's Report, within which time two intervenors filed Notices of Intervention. These intervenors were the Friends of the Columbia Gorge and

the City of Stevenson.

E. In considering the amendment, the Commission complied with the requirements in Commission Rule 350-40.

V. Findings and Conclusions

The Gorge Commission found the facts listed below, as delineated in the application and summarized at the March 9, 1999 hearing by representatives of the City of Stevenson and Skamania County, demonstrate compliance with Criterion A through D.

A. Criterion A: A Demonstrable Need Exists to Accommodate Long-Range Urban Population Growth Requirements or Economic Needs Consistent With the Management Plan

1. By virtue of its proximity to Skamania Lodge, the subject area's land values are enhanced. Including these lands in the UA promotes residential uses compatible with the Lodge and that will boost the City's tax base.

2. The compatible uses will help protect the atmosphere of the Lodge, one of the City's most vital economic assets. Although the area is not well-suited to commercial forestry, logging is one of the few uses allowed in the subject area in the GMA. A clearcut adjacent to the Lodge could impair its atmosphere, the protection of which is important to its success.

3. It is anticipated that much future urban growth will occur on the fringe and be of a low density nature. The subject area offers this type of housing opportunity. The revision will allow the City to "capture" some of this anticipated growth otherwise going to unincorporated areas, and enhance its tax base.

4. The revision is necessary to accommodate the City's long-range urban growth population requirements and its economic needs.

B. Criterion B: Revision of Urban Area Boundaries Would be Consistent With the Standards in Section 6 and the Purposes of the Scenic Area Act

1. Four of the standards contained in Section 6 of the Act are relevant to the application. They are protection and enhancement of: open spaces, agricultural lands, forest lands, and recreation resources. Consistency with the standard regarding recreation resources is addressed in the

discussion of consistency with the purposes of the Act.

2. Due to soil limitations, small parcel size and fragmented ownership, and adjacent land uses, the subject lands proposed for inclusion in the UA are not suitable as agricultural lands.

3. Because of small parcel sizes, existing non-forestry uses (such as the Skamania Lodge Golf Course), segregation from other forest lands by the BPA lines, and wetlands, the subject lands are not suitable as commercial forest lands. Their inclusion in the UA will not adversely affect Scenic Area forest lands.

4. The subject lands do not possess the significant and/or sensitive resources necessary to be considered open spaces.

5. The revision is consistent with the standards in Section 6 of the Act.

6. No known cultural resources exist on the subject lands. The boundary revision will not affect any known cultural resources.

7. The only recreation resources in the subject area are a portion of the Skamania Lodge Golf Course and short segments of some recreational trails on the Lodge property. Inclusion of the subject lands in the UA will not affect these recreation resources. The revision will not adversely affect recreation resources.

8. The subject area is not visible from any Key Viewing Areas. The anticipated low to moderate density residential development anticipated will not adversely affect scenic resources.

9. There are no known sensitive wildlife areas or sites, rare plants, streams or riparian areas in the subject area. A small pond and wetland in the area will be protected by City ordinance provisions, state and federal law. The revision will not adversely affect natural resources.

10. The revision is consistent with the first purpose of the Act.

11. The revision will promote land uses compatible with the ambiance of Skamania Lodge, an important economic asset to the City. The revision will also generate development to enhance the City's tax base.

12. The revision will encourage growth within the Stevenson Urban Area and protect and support the economy of the City, in accordance with the second purpose of the Act.

C. Criterion C: Revision of Urban Areas Would Result in Maximum Efficiency of Land Uses Within and on the Fringe of Existing Urban Areas

1. The subject area has been within the City limits since 1974.

2. Efficient urban growth dictates that growth and provision of urban services should first occur on lands within city limits before spreading outward into unincorporated areas.

3. The subject area is within the City's long-term infrastructure plans. This area is more likely to be served by urban services before unincorporated lands in the UA. It is appropriate for the City to target incorporated lands for provision of urban services before unincorporated areas.

4. The revision will allow urban service expansion and more urban growth to occur inside City limits before reaching unincorporated areas.

5. The revision will result in the maximum efficiency of land uses within and on the fringe of the UA.

D. Criterion D: Revision of Urban Area Boundaries Would Not Result in the Significant Reduction of Agricultural Lands, Forest Lands, or Open Spaces

1. The subject lands are not suitable for agricultural use.

2. The subject lands have limited capacity as forest land. They are not suitable as commercial forest land, due to parcel sizes, existing non-forestry land uses, segregation form nearby forest lands and wetlands.

3. The subject lands do not contain significant open spaces.

4. The revision will not significantly reduce agricultural lands, forest lands, or open spaces.

E. Overall Findings of the Commission on Using the Section 4(f) Process

At the March 9, 1999 hearing, the Commission adopted the following findings regarding the proposed revision and the use of the process for minor revisions to UA boundaries provided in section 4(f) of the Act:

1. On November 18, 1997, the Gorge Commission considered the issue of alleged mapping errors to the Stevenson Urban Area Boundary.

2. On that date, the Commission found there was evidence a mapping error had occurred.

3. Congressional representatives provided input to the Commission on this issue, recommending use of the 4(f) process to address any mapping errors.

4. The Gorge Commission voted on November 18, 1997, to address the Stevenson Urban Area Boundary revision through the 4(f) process based on evidence in the record that a mapping error occurred when Congress set the Urban Area Boundary.

5. The Commission directed its staff to work with the City of Stevenson to prepare a minor Urban Area Boundary revision application following the 4(f) process.

6. The application before the Commission today [March 9, 1999] is the outcome of that Commission direction.

VI. Decision

A. Based on the foregoing findings of fact and conclusions of law, the minor revision to the Stevenson UA boundary is consistent with Commission Rule 350-40. The Commission correctly concluded that the revision is consistent with applicable Commission rules and applicable provision of the Scenic Area Act.

DATED AND SIGNED THIS 22nd day of June, 1999, at White Salmon, Washington.

Anne Squier
Chair, Columbia River Gorge Commission

NOTICE: You are entitled to judicial review of the Final Order within 60 days from the date of this order, pursuant to section 15(b)(4) of the Scenic Area Act, P. L. 99-663.

CERTIFICATE OF SERVICE

I hereby certify that on the 29th day of June, 1999, I served a true and correct copy of foregoing FINAL ORDER for the MINOR URBAN AREA BOUNDARY REVISION - CITY OF STEVENSON (UA-98-02) by first class, certified mail on the following persons:

Skamania County Board of Commissioners
P.O. Box 790
Stevenson, WA 98648

City of Stevenson
P.O. Box 371
Stevenson, WA 98648

Gary Kahn
P.O. Box 86100
Portland, OR 97286-0100

Karla Talent and John Koestler
P.O. Box 456
North Bonneville, WA 98639

DATED this 29th day of June, 1999.

Nancy Andring

Nancy Andring
Secretary
Columbia River Gorge Commission
288 E. Jewett Blvd.
P.O. Box 730
White Salmon, WA 98672
Telephone: 509-493-3323

Superior Court of the State of Washington
for the County of Yakima

Judge C. James Lust
Department No. 8

128 North 2nd Street
Yakima, Washington 98901
(509) 574-2710
Fax No. (509) 574-2701

November 4, 2002

Mr. Gary K. Kahn, Attorney at Law
Reeves, Kahn & Hennessy
PO Box 86100
Portland, OR 97286

Mr. Jeffery B. Litwak, Attorney at Law
Columbia River Gorge Commission
PO Box 730
White Salmon, WA 98672

Mr. Curtis A. Welch, Attorney at Law
Duggan Schlotfeldt & Welch PLLC
PO Box 570
Vancouver, WA 98666-0570

Mr. Kenneth P. Woodrich, Attorney at Law
Kenneth & Woodrich
PO Box 510
Stevenson, WA 98648

Re: Friends of the Columbia Gorge, Inc. vs. Columbia River Gorge Commission
Klickitat County Case #99-2-00210-1

Letter Opinion re: Petition for Review

Dear Counsel:

Background

In 1986, Congress passed the Columbia River Gorge National Scenic Area Act. This Act established the Columbia River Gorge National Scenic Area within a portion of Washington and Oregon and authorized the two states to enter into a compact incorporating the Act and Creating the Columbia River Gorge Commission ("Commission"). The Act designated thirteen urban areas within the boundaries of the Scenic Area, including the City of Stevenson, that were exempt from its provisions. The boundaries of the Scenic Area, including the boundaries around each of the thirteen exempted urban areas were designated on maps referenced in the Act.

As provided for in Commission Rule 350-40-020, the Skamania County Board of County Commissioners applied to the Commission for a minor revision to the Urban Area boundary of the City of Stevenson. The action of the Commission, pursuant to a final order dated June 22, 1999, approved the boundary revision request. The result of the Commission's action added a thirty-six acre triangular piece of land to the City of Stevenson Urban Area, and simultaneously removed this tract from the General Management Area within the Commissions' jurisdiction.

On August 16, 1999 Friends of the Columbia Gorge, Inc. ("Friends") filed a Petition for Review asking the Court to set aside the final order of the Commission approving the boundary revision. On May 2, 2002 Friends filed its Motion for Summary Judgment. Although the pleadings of both Petitioner and Respondent are in the nature of a summary judgment motion the Court deems the matter more in the nature of a review of an administrative proceeding that is now ripe for decision.

Scope of Review

The Court agrees with counsel for Petitioner and Respondent that judicial review is governed by the Administrative Procedures Act, RCW 34.05 and review is of the record of the Columbia River Gorge Commission.

"On factual matters, the administrative agency can be overturned if the decision is 'arbitrary and capricious' or when:

> The order is not supported by evidence that is substantial when viewed in light of the whole record before the court."

Batchelder vs. Seattle, 77 Wn.App.154, 158, 90 P.2d 25 (1998). Each of the above definitions is the antithesis of the other.

The term, "arbitrary and capricious," has been defined as administrative action that is "willful and unreasoning and taken without regard to the attending facts or circumstances. Where there is room for two opinions, an action taken after due consideration is not arbitrary and capricious even though a reviewing court may deem it erroneous. *Hillis vs. Department of Ecology*, 131 Wn.2d 373, 932.P.2d 139 (1997)

The Issue

The primary issue is whether the Findings and Conclusions set forth in the Commission's Final Order dated June 22, 1999 are supported by substantial evidence, and meet each of four criteria contained in the Columbia River Gorge National Scenic Area Act, 16 U.S.C. 544b(f). This provision is the Commission's vehicle for approving minor urban area revisions. An additional issue is whether the Commission has authority to correct mapping errors, and whether there was a mapping error at all.

Discussion

Skamania County must meet four criteria before the Commission can approve a minor revision to its urban boundary area. These standards are found at Section 4(f) of the Columbia River Gorge National Scenic Area Act and are commonly referred to as the 4(f) standards. Pursuant to Section 4(f) the Commission must find that:

(A) a demonstrable need exists to accommodate the long-range urban population growth requirements or economic needs consistent with the management plan;
(B) revision of the urban area boundaries would be consistent with the standards established in Section 6 [16 U.S.C. §544d] and the purposes of this Act;
(C) revision of urban area boundaries would result in maximum efficiency of land uses within and on the fringe of existing urban areas; and
(D) revision of urban area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces.

Each of the above criteria must be met. The Court understands the parties are in agreement that the application meets the criteria set forth in paragraph 4(f) (D) above.

1. Was the omission of the thirty-six acre parcel due to a mapping error and is the 4(f) process the proper method of correction? The Court agrees with Respondent's analysis. Although the reason stated by Skamania County was to correct a mapping error, the real question is whether the application is for a minor revision to the urban area boundary and whether the application meets the 4(f) criteria. Although the term "minor revision" is not defined, the term is subject to interpretation. The Court cannot say the Commission's finding that Skamania County's application is a minor revision is arbitrary and capricious.

2. Are the Commission's findings with respect to Criteria A, B and C above supported by substantial evidence? The Court believes the answer to this question is "yes."

a. Criterion A: This criterion is two-pronged. The Commission may find either that a demonstrable need exists to accommodate long-range urban population needs or it may find that a demonstrable need exists to accommodate economic needs consistent with the Management Plan. Although a finding as to only one need would be necessary, in this case the Commission found that both needs existed. The findings of the Commission must, of necessity, be based primarily on the contents of the Application for Minor Revision filed by Skamania County on December 14, 1998. The most informed testimony as to long range urban population needs and future economic needs would almost by definition come from the city and county agencies dealing with these topics on a daily basis in their geographic area. The court can concede, as Petitioner asserts, that no population statistics or buildable lands inventory were submitted to justify Skamania County's position; nevertheless the court cannot say that these omissions would cause the remainder of the comments in the application to fail or the decision of the Commission to be arbitrary and capricious.

b. Criterion B: The revision must be consistent with the standards established in section 6 and the purposes of the Scenic Area Act. Section 6 requires urban area boundary revisions to protect and enhance agricultural lands, forests, open spaces and recreational resources. The application contains comments (which the court deems to be in the nature of testimony) pertaining to forest land (Rec. 63-64); agricultural land (Rec. 64); open spaces (Rec. 64-65) and recreation resources (Rec. 66); natural resources (Rec. 66); scenic resources (Rec. 65); cultural resources (Rec. 65-66); and wetlands (Rec. 64, 66). It is apparent that the applicant has obtained information and documentation from other agencies and has combined this information with information pertaining to topics within the purview of the city and county governmental agencies involved in making the application. Although it would have been helpful to the Commission, the application isn't necessarily tainted because primary sources (i.e. information as to soil capability, accessibility, steep slopes, wetlands, soil types, etc.) aren't attached as exhibits.

c. Criterion C: The proposed revision should result in the maximum efficiency of land uses within and on the fringe of the existing urban area. A literal reading of this criterion would require that all vacant areas inside the city limits of Stevenson be put to use before moving into the subject area. The City of Stevenson is a small community wishing to conserve its small town atmosphere. It is apparent that the applicant's comments appearing in pages 67-69 of the record is more in the nature of an affirmation of a philosophy. Nevertheless the items set forth in defense of this philosophy adequately address this criterion. Much of the comment deals with concern over urban sprawl, leapfrogging of development lands, zoning and land use planning, all of which, either directly or indirectly address Criterion C. As applied to this city and county the court finds that the criterion has been properly addressed.

3. Comments as to Criterion D. As indicated previously, it appears as if the parties are in agreement that Criterion D in not in dispute; however a comment in Respondent's brief also indicates that this might not be so. The Court can say that for the reasons set forth on pages 69 and 70 of the record there is sufficient justification for the Commission's findings.

The Court cannot say that the actions of the Commission, or their Findings and Conclusions, are not based on substantial evidence and are therefore arbitrary and capricious and therefore affirms the Final Order of the Commission dated June 22, 1999.

Very truly yours,

C. James Lust, Judge

126 Wn App 362

FRIENDS OF the COLUMBIA GORGE, INC., Appellant,

v.

COLUMBIA RIVER GORGE COMMISSION, Respondent.

No. 21773-6-III.

Court of Appeals of Washington, Division 3, Panel One.

March 3, 2005.

As Amended on Reconsideration May 5, 2005.

Background: After the Columbia River Gorge Commission granted a petition to revise and expand a federally defined "urban area," opponents of the revision appealed. The Superior Court, Klickitat County, C. James Lust, J., found that the Commission's findings were supported by substantial evidence. Opponents appealed.

Holdings: The Court of Appeals, Sweeney, J., held that:

(1) the finding that there was a demonstrable need for the revision to meet economic needs was supported by record, and

(2) the revision was consistent with Columbia River Gorge National Scenic Area Act.

Affirmed.

1. Administrative Law and Procedure ⚷791, 796

The standard of review for administrative orders is whether the findings are supported by substantial evidence and whether the substantiated findings support the conclusions of law.

2. Courts ⚷97(1)
States ⚷6

The Washington-Oregon interstate compact that was formed to oversee implementation of the Columbia River Gorge National Scenic Area Act incorporates federal law, so courts apply federal law when interpreting the Act. Columbia River Gorge National Scenic Area Act, §§ 2-18, 16 U.S.C.A. §§ 544-544p.

3. Zoning and Planning ⚷167.1

The determination by the Columbia River Gorge Commission, in granting a petition to expand a federally defined "urban area," that there was a demonstrable need to meet economic need, was supported by the record; disputed property was located near a lodge, and adding property to the urban area would boost city's tax base. Columbia River Gorge National Scenic Area Act, § 4(f)(2)(A), 16 U.S.C.A. § 544b(f)(2)(A).

4. Zoning and Planning ⚷703

The appellate court independently reviews the agency record created by the Columbia River Gorge Commission for substantial evidence supporting the findings of fact.

5. Administrative Law and Procedure ⚷796

If critical findings are supported by the administrative record, the appellate court then reviews de novo the agency's interpretation of the law and its application of the law to the substantiated facts.

6. Zoning and Planning ⚷167.1

The determination by the Columbia River Gorge Commission, in granting a petition to expand a federally defined "urban area," that revision of the urban area was consistent with purposes of the Columbia River Gorge National Scenic Area Act, was supported by the record; subject land was not suitable for agriculture or logging, including it in the urban area would not adversely affect scenic area forest lands, and the only recreational resources at issue were not affected. Columbia River Gorge National Scenic Area Act, §§ 4(f)(2)(B), 6(d), 16 U.S.C.A. §§ 544b(f)(2)(B), 544d(d).

7. Zoning and Planning ⚷167.1

The determination by the Columbia River Gorge Commission, in granting a petition to expand a federally defined "urban area," that revision of the urban area boundaries would result in maximum efficiency of land uses within and on the fringe of existing urban areas, was supported by the record; the revision would allow urban service expan-

sion and more urban growth to occur inside the city limits before reaching unincorporated areas. Columbia River Gorge National Scenic Area Act, § 4(f)(2)(C), 16 U.S.C.A. § 544b(f)(2)(C).

8. Zoning and Planning ⚷167.1

The determination by the Columbia River Gorge Commission, to grant a petition to expand a federally defined "urban area," was based on substantiated evidence for which documentation was produced; record contained a letter from the manager of the United States Department of Agriculture approving the proposed revision, as well as a letter from a Washington State Department of Fish and Wildlife biologist stating that the impact on wildlife would be minimal.

9. Administrative Law and Procedure ⚷791

Oral testimony is substantial evidence, documented or not, and this is so even in the face of contrary evidence.

Gary K. Kahn, Reeves, Kahn & Hennessy, Portland, OR, for Appellant.

Jeffrey B. Litwak, Columbia River Gorge Commission, White Salmon, OR, for Respondent.

SWEENEY, J.

¶ 1 Friends of the Columbia Gorge, Inc. challenge findings relied upon by the Columbia River Gorge Commission in granting a petition to expand a federally defined "urban area." We conclude that these findings are supported by this record and we affirm the trial court's decision to that effect.

FACTS

¶ 2 Congress passed the Columbia River Gorge National Scenic Area Act, 16 U.S.C. §§ 544–544p (Act). The Act creates special management areas in which land use and development are regulated. 16 U.S.C. § 544b(a)(2)(A). The boundaries of autonomous urban areas are then established and fixed. 16 U.S.C. § 544b(e). The city of Stevenson in Skamania County is one such urban area. 16 U.S.C. § 544b(e)(1). The Act also created the Columbia River Gorge Commission (Commission), a Washington–Oregon interstate compact, to oversee the implementation of the Act. 16 U.S.C. § 544c. The Washington legislature adopted the terms of the Act and the compact as Washington law. RCW 43.97.015.

¶ 3 In crafting the Act, Congress invited towns within proposed scenic areas to submit maps of their projected long-term urban areas. At its southwestern corner, Stevenson's projected urban area extended to its city limits and included a 36–acre triangle that is now the subject of this dispute. The Stevenson urban area boundary as eventually drawn by U.S. Congressional staffers incorporates 3,000 acres, of which 613 are within the Stevenson city limits. Most of the excess extends north, away from the gorge. But the disputed 36–acre triangle was excluded from the urban area and placed instead within the restricted special management area.

¶ 4 The 36 acres comprise parts of three parcels that were split by the boundary between the urban and general management areas. The largest piece, 17.6 acres, has already been developed after the Commission granted a variance in 1991 to extend the Skamania Lodge golf course. The remaining two parcels are 16.2 acres and 2.2 acres, respectively. These approximately 18 acres are unsuitable either for agriculture or for timber production. In addition to their small size, they are isolated from neighboring timberland and already include some residences. A one-half acre pond and wetland lies close to the single family residence on the 16.2 acre parcel. The 36 acres were annexed by Stevenson in 1974, and have been included in the city's long-range population growth planning ever since. When the proposed urban map was published, the owners of the 16.2–acre parcel began petitioning the Commission to reform the Stevenson urban boundary.

¶ 5 But the Act empowers the Commission to expand an urban area only upon finding that four revision criteria are met. The criteria are found at 16 U.S.C. § 544b(f)(2)(A) through (D). The parties call these the 4(f) criteria. Criterion (A) is a demonstrable need to accommodate future population

growth or to meet economic need. The others are variations on demonstrable compatibility of the urban expansion with the Act's purpose of preserving of the scenic area.

¶ 6 The Commission first took the position that the offending boundary was not an error and that Congress never intended every urban area to coincide precisely with existing city limits. But in 1997, the Commission declared that this and a couple of other exclusions were "mapping errors." With the help of the Commission staff, Skamania County filed a revision request. The Commission staff officially recommended approval, and a public hearing was held as required by the Act to consider whether the 4(f) criteria had been met.

¶ 7 The Friends of the Columbia Gorge (Friends) opposed the revision. The Friends characterized the revision as an expansion of Stevenson's urban area and called it "urban sprawl." The Friends alleged the county's application did not meet the 4(f) criteria as strictly construed. The county insisted it was not asking for an expansion, but simply trying to avoid the negative consequences of a manifest mapping error. The county conceded that it could not meet the first part of criterion (A) relating to long-range population growth. Instead, its application pleaded the alternative grounds, "economic needs consistent with the management plan." 16 U.S.C. § 544b(f)(2)(A).

¶ 8 After a public hearing, the Commission approved the revision after entering findings of fact, conclusions of law, and an order. The Friends appealed to the superior court. The superior court concluded that the Commission's findings were supported by substantial evidence, the conclusions were supported by the findings, and the order was neither arbitrary nor capricious.

DISCUSSION

¶ 9 The Friends argue that the Act does not provide a mechanism to correct "mapping errors." The Friends contend that the Commission's sole authority to revise urban boundaries comes from 16 U.S.C. § 544b(f)(2), and that Skamania County's application here does not satisfy the 4(f) criteria. The Friends also argue that the 4(f) criteria cannot be met so long as undeveloped lots remain in the existing urban area.

¶ 10 The Commission responds that, mapping error or not, the requirement that the revision be justified by population growth or economic needs is supported by this record, and that evidence of the economic advantages of the revision is clearly substantial.

Applicable Law

[1] ¶ 11 The trial court correctly stated the standard of review for administrative orders: whether the findings are supported by substantial evidence and whether the substantiated findings support the conclusions of law. *Batchelder v. City of Seattle*, 77 Wash. App. 154, 158, 890 P.2d 25 (1995).

[2] ¶ 12 The Columbia River Gorge National Scenic Area Act and the bi-state compact govern the operation of the Commission. *Skamania County v. Woodall*, 104 Wash. App. 525, 532, 16 P.3d 701 (2001). The compact incorporates federal law. So we apply federal law when interpreting the Act. *Id.* We look for the intent of Congress, beginning with the plain language of the statute. *Id.* at 532–33, 16 P.3d 701.

¶ 13 The Act gives state courts jurisdiction over most disputes. 16 U.S.C. § 544m(b)(6); *Woodall*, 104 Wash.App. at 529, 16 P.3d 701. Absent published procedural rules,[1] therefore, we apply the Washington Administrative Procedure Act, chapter 34.05 RCW. *Id.* chapter 34.05 RCW. We will grant relief from an agency action if it is not supported by substantial evidence or is arbitrary and capricious. RCW 34.05.570(3).

¶ 14 The law the Commission interpreted and applied is the Columbia River Gorge National Scenic Area Act, 16 U.S.C. §§ 544–544p. *Woodall*, 104 Wash.App. at 532, 16 P.3d 701. The Commission correctly interpreted the plain language of the Act as permitting it to make minor revisions upon finding the facts set forth in criteria (A) through (D). 16 U.S.C. § 544b(f)(2).

Findings

[3–5] ¶ 15 The Friends contend that the Commission's findings are not supported by

1. The Commission has not complied with the statutory requirement to publish its rules. RCW 43.97.015 art. 1(g); RCW 34.05.210(1). The rules are published in the Oregon Administrative Rules, but not in the Washington Administrative Code. An unofficial Web site is not a publication source upon which this court can rely.

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the record. We independently review the agency record for substantial evidence supporting the findings of fact. If the critical findings are supported by the record, we then review de novo the agency's interpretation of the law and its application of the law to the substantiated facts. *Bowers v. Pollution Control Hearings Bd.*, 103 Wash.App. 587, 596, 13 P.3d 1076 (2000).

¶ 16 **I. *Criterion (A).*** To establish criterion (A), the Commission must find that a demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the management plan.

Finding: Because of the disputed triangle's proximity to the Skamania Lodge, its value is enhanced. Adding it to the urban area would permit residential use. This would boost the city's tax base.

¶ 17 The Friends did not dispute the proximity of the property to the lodge or the resulting enhancement of its value. The benefit to the municipal tax base was asserted in the petition at page 62 of the Administrative Record (AR) and was not disputed. The record supports this finding. As evidence of the economic necessity for conforming the urban area to the city limits in the vicinity of the Skamania Lodge, Mary Anne Duncan-Cole, Stevenson's city administrator, testified that the lodge is the county's biggest private sector employer with around 300 people and an $8.3 million payroll. Clerk's Papers (CP) at 96. It is the "linchpin of the City's tourism industry." AR at 62.

Finding: Compatible uses will help protect the atmosphere of the lodge, one of the city's most vital economic assets. Protection of the atmosphere of the lodge is important. The area is not well suited to commercial logging. Logging is one of the few uses allowed in the general management area. A clear-cut adjacent to the lodge could impair its ambiance.

¶ 18 The Friends are correct that there is no evidence that logging is not equally permissible under the municipal ordinances as under federal management. But the Commission could easily infer from Ms. Duncan-Cole's testimony that the owners were likely to clear cut if revision was denied. By contrast, the city wishes to preserve the scenery around the lodge, which would make clear cutting less likely if the area came within the urban area.

Finding: Much of Stevenson's future urban growth will be low density development on the fringe. The subject area lends itself to this sort of growth. If the revision is denied, this housing development will proceed outside the urban area, depriving the city of the tax revenue.

¶ 19 This finding implies that housing development will proceed unabated under federal scenic area management. The record does not support this finding. Unregulated housing development is not permitted under the management area provisions.

¶ 20 The Commission concluded that criterion (A) is satisfied because the revision is necessary to accommodate the city's long-range urban growth population requirements and its economic needs. The record supports the Commission's determination that criterion (A) is satisfied.

[6] ¶ 21 **II. *Criterion (B).*** Revision of urban areas must be shown to be consistent with the standards established in 16 U.S.C. § 544d(d) and the purposes of the Act.

Finding: Four of the standards relevant to this application are protection and enhancement of agricultural lands, forest lands, open spaces, and recreational resources. The subject land is not suitable for agriculture or logging. Therefore, including it in the urban area will not adversely affect scenic area forest lands.

¶ 22 This finding also is supported by the testimony of Ms. Duncan-Cole. Ms. Duncan-Cole testified that only 9 to 10 acres of the area was timberland, and that logging was commercially unfeasible. She gave a variety of reasons why this was so. These include fragmented ownership, existing uses including the golf course and residence, segregation from nearby forest lands, inadequate road access, high water table, and wetlands.

Finding: The land has no "significant and/or sensitive resources necessary to be considered open spaces." CP at 7. "Open

Spaces" refers to how property is designated in the management plan.

¶ 23 We do not have that management plan before us, but Ms. Duncan-Cole testified that this property is designated "woodland." CP at 95. The record includes a letter from the United States Department of Agriculture gorge scenic area manager. He approves the revision and says that no sensitive resources will be affected and that the revision is consistent with the purposes of the Act. This finding is then supported by substantial evidence.

Findings: The only recreational resources are the 17 acres of Skamania Lodge golf course and hiking trails, and these are not affected. The land cannot be seen from any key viewing areas, and the anticipated low to moderate density residential development would not adversely affect scenic resources. The land contains no cultural resources.

¶ 24 These findings are supported by the record and support the conclusion that revision is consistent with the standards established in 16 U.S.C. § 544d(d) of the Act.

[7] ¶ 25 III. *Criterion (C).* This criterion requires a showing that revision of urban area boundaries will result in maximum efficiency of land uses within and on the fringe of existing urban areas.

Findings: The subject area has been within the city limits since 1974. Efficient urban growth dictates that growth and provision of urban services should first occur on lands within city limits before spreading outward into unincorporated areas.

¶ 26 This generally reflects the evidence, particularly the testimony of Ms. Duncan-Cole.

Findings: The subject area is within the city's long-term infrastructure plans and is more likely to be served by urban services before unincorporated lands in the urban area. It is appropriate for the city to target incorporated lands for provision of urban services before unincorporated areas. The revision also will allow urban service expansion and more urban growth to occur inside city limits before reaching unincorporated areas.

¶ 27 These findings reflect the evidence verbatim, and again support efficient land use by incorporating what is now a fringe area. The findings support the conclusion that the revision will result in maximum efficiency of land uses within and on the fringe of the urban area. This determination is supported by substantial evidence.

¶ 28 The Friends did not dispute criterion (D), that the revision will not significantly reduce agricultural land, forest land or open spaces, and do not challenge the Commission's finding that it was satisfied.

OTHER CONSIDERATIONS

¶ 29 There are other considerations which support the Commission's holding here. In its notice of intervention, the city of Stevenson points out that the city limits follow a natural boundary formed by the Bonneville Power Administration's power line. The city also called attention to the administrative difficulties caused by tracts that are within the city limits but outside the city's management jurisdiction.

¶ 30 Next, as evidence that the revision will not adversely affect the natural resources of the area, Ms. Duncan-Cole testified that the county and Commission staff had consulted the best experts available, including wildlife and cultural resource experts and geologists. She named several. The experts uniformly reported that no flora, fauna, geological, cultural, historical, or scenic vista issues exist.

[8] ¶ 31 The Friends object that the Commission erroneously based key findings on unsubstantiated testimony for which no documentation was produced. But documentation was produced. The county consulted the United States Department of Agriculture manager for the scenic area. The record contains a letter from the manager approving the proposed revision. He says the revision will have no "significant effects upon scenic, natural, cultural or recreational resources, and that it is consistent with the Act and Management Plan." AR at 48. The record also contains a letter from a Washington State Department of Fish and Wildlife biologist who inspected the site. This expert says

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the impact on the wildlife—mostly pika and salamanders—would be minimal, because of high quality wetland on an adjoining parcel. The biologist's opinion was contingent on the effectiveness of Stevenson's wetland protection regulations, which he did not know.

¶ 32 Ms. Duncan–Cole testified that the city had adequate regulations to assure that the wetland would be protected. The city of Stevenson assured the Commission that state and federal laws supplement city ordinances. Ms. Duncan–Cole buttressed this evidence with testimony that residential development had been planned for the land in question when it was first incorporated, but the city refused to rezone until the developer produced an acceptable plan. No plan was forthcoming, and the property was not developed.

[9] ¶ 33 Ms. Duncan–Cole described the soil as mostly "steever rock outcrop," virtually useless for agriculture. She specified the soil classifications and cited the United States Department of Agriculture Skamania County Soils map in support of her testimony. Moreover, the standard here is *substantial* evidence, not *substantiated* evidence. Oral testimony is substantial evidence, documented or not. *See, e.g., Thornton Creek Legal Defense Fund v. City of Seattle,* 113 Wash.App. 34, 56, 52 P.3d 522 (2002). This is so even in the face of contrary evidence. *See, e.g., Wash. Cedar & Supply Co. v. Dep't of Labor & Indus.,* 119 Wash.App. 906, 915, 83 P.3d 1012, *review denied,* 152 Wash.2d 1003, 101 P.3d 866 (2004).

¶ 34 The Friends express a very important concern. Less than strict construction of the restrictions on expansion of urban areas would certainly compromise the integrity of the Act and jeopardize its noble purpose. But, of course, our holding here is, as always, limited to these specific facts.

¶ 35 The Commission's findings and order are supported by substantial evidence and we affirm the trial court's ruling to that effect.

WE CONCUR: KATO, C.J., and BROWN, J.

126 Wash.App. 207

Michael E. MAZON, Appellant/Cross–Respondent,

v.

Steven P. KRAFCHICK and Jane Doe Krafchick, husband and wife, Respondents/Cross–Appellants.

No. 53690–7–I.

Court of Appeals of Washington, Division 1.

March 7, 2005.

Background: Attorney sued his co-counsel for breach of joint venture agreement, breach of fiduciary duties, professional negligence, gross negligence, and indemnification, after they settled a malpractice claim brought against them by their mutual client, based on co-counsel's failure to serve their client's complaint on time. The Superior Court, King County, Charles Mertel, J., granted co-counsel's motion for summary judgment on the joint venture, fiduciary duty, professional negligence, and gross negligence claims. It granted attorney's motion for summary judgment on the indemnification claim. Both parties appealed.

Holdings: The Court of Appeals, Agid, J., held that:

(1) attorney could not sue co-counsel for lost or reduced prospective fees, and

(2) attorney was entitled to indemnification for lost costs and expenses.

Affirmed in part, reversed in part.

1. Appeal and Error ⚷893(1)

The appellate court reviews summary judgments de novo, performing the same inquiry as the trial court.

2. Appeal and Error ⚷934(1)

On appeal from summary judgment, the appellate court considers all facts and rea-

2004 Rules Committee Work to Incorporate the Handbook into Rule 350-40

In late 2003, the Commission's Rules Committee directed staff to update the guidance in the handbook and incorporate the handbook into Commission Rule 350-40. Commission staff developed one early draft for the Rules Committee in March 2004. The process stopped because staff needed to focus on finishing Plan Review and subsequent implementation of the revisions, and because the staff was then engaged with Klickitat County discussing a draft application to revise the Lyle Urban Area boundary, which staff recommended would be helpful in identifying specific issues with the current handbook.

The Rules Committee meeting notes and staff's early draft are included in this background notebook.

Minutes of the Rules Committee
December 15, 2003
3:00 p.m.
Columbia River Gorge Commission Office
White Salmon, WA

Committee Members Present:	Joyce Reinig, Committee Chair Kathy Sheehan
Committee Members Absent:	Walt Loehrke
Other Commissioners Present:	Anne Squier, Chair Wayne Wooster, Vice-Chair
Staff Present:	Jeff Litwak, Counsel
Other Persons Attending:	Michael Lang, FOCG

The meeting convened at 3:10 p.m.

Approval of November 10, 2003 Minutes

The Committee unanimously approved the minutes of the November 10, 2003 meeting with minor wording changes.

Discussion of Recommended Changes the 350-11 and 350-12

Jeff Litwak presented a draft of recommended changes to rules 350-11 and 350-12. He explained that the changes would make the Commission's rules consistent with changes to Oregon law adopted by the Oregon Legislature in 2003, as required by the Act.

One of the changes relates to keeping information about the security of utility facilities and programs confidential. The Commission would be permitted to discuss that information in an executive session, and retain documents relating to that information as exempt from disclosure. The other change would allow the Commission to keep records that would reveal security measures or weaknesses as conditionally exempt from disclosure. The documents could be disclosed if the public interest required disclosure.

Kathy Sheehan expressed a concern from Walt Loehrke that if Washington law did not contain these exceptions, then which state law was more restrictive. The Committee acknowledged that in the past it recommended that it would not make sense that a person could obtain information from the Commission, which one state must not disclose.

The Committee recommended that the proposed amendments be forwarded to the full Commission with a recommendation to initiate rulemaking on the amendments.

Changes to Commission Rule 350-40

Jeff Litwak presented a draft of recommended changes to the Commission's rule governing revisions of urban area boundaries. The Committee asked staff to look into the timing of consultation with the Forest Service and others and whether this should occur at the time the Executive Director prepare a report on an application, or at the time of the Commission's hearing. The Committee discussed that it would make more sense to consult as part of the Executive Director's review of the application. The Committee also noted that the other counties not applying for the revision are probably disinterested in the application and asked staff to consider whether it is necessary to consult with the other counties.

The Committee discussed whether the rule should contain more specific standards for determining whether an application met the 4(f) criteria. This could be accomplished by referencing the urban areas boundary revision handbook, adopting the handbook into the rule, or redrafting the recommendations of the handbook directly into the rule.

Joyce Reinig noted that if the Commission did so, it would box the Commission in to the specific standards, whereas now the handbook is a reference and guide for staff and the Commission, but allows some flexibility.

Kathy Sheehan noted that she saw a similarity to the scenic handbook, where if the standards of the handbook are met, then it would be approved, but if it did not, than there was a grey area. She stated that she would like to try to have more detail in the rule even if that detail was further supported by a handbook.

The Committee also discussed that the handbook should be updated because it is more than 10 years old and does not reflect Washington law for setting urban growth areas under the Growth Management Act. Finally, the Committee discussed the impact of updating the handbook on the staff workload. Jeff Litwak noted that he had discussed the issue with Martha Bennett, and was told that staff time would be available. The Committee asked staff to keep in mind the workload given that only 2 applications have ever been received.

The Committee asked staff to work on updating the handbook and begin to incorporate specific standards into the rule before the next meeting. Rather than schedule the next meeting at this time, staff should schedule it when it was prepared with this material.

COLUMBIA
RIVER GORGE
COMMISSION

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MEMORANDUM

March 1, 2004

TO: Rules Committee

FROM: Jeff Litwak, Counsel JL

SUBJECT: Draft Changes to 350-40 (Urban Area Boundary Revisions)

Action Requested

Discuss and give direction to staff about whether to proceed with developing a final draft for the committee's review.

Background

On December 15, 2003, the Rules Committee discussed amending the urban area boundary revision rule to incorporate the material contained in the current handbook for boundary revisions.

The Rules Committee discussed, but did not decide whether the handbook material should be made to be part of the rule. The Committee discussed that the benefit of doing so would be to give some certainty to counties wishing to revise an urban area boundary. The main drawback would be to eliminate some of the Commission's flexibility in determining whether the Act's criteria are met. The current handbook is advisory to staff only, but forms the basis for staff's recommendations to the Commission on boundary revision applications. In this sense, applicants are already complying with the handbook.

The Committee also discussed that the handbook needs to be updated and directed staff to develop a draft rule with updated handbook material. The Committee wanted to see what the rule would look before committing to this course.

Finally, the Rules Committee had several suggestions for the review process and when comments would be accepted and consultation with the Forest Service would occur

Summary of Staff Work

First, staff also addressed the Rules Committee's comments on the procedure. The Rules Committee suggested that the comment period be prior to the Executive Director preparing a report on the application. Staff changed the draft to require this and to specify that the Executive Director must consider the comments received. Note that this does not prevent any interested person from participating in the hearing by the Gorge Commission on the application.

Second, staff developed an initial draft of the proposed rule. It transferred the handbook into the rule and began updating the handbook. So far, staff has done the following

1. Staff reviewed the handbook in house and removed redundant language and calculations for determining the need for more urban area land and clarified how the application would be reviewed for impacts to scenic resources. The handbook originally indicated that the development of the lands being moved into the urban area would have to meet the Management Plan guidelines. This does not make sense because if the lands get moved into the urban area, they should be treated as urban lands, not Scenic Area lands. To address this, staff is recommending that applicants avoid expansions into those areas with significant resources.

2. In mid January, staff contacted the Oregon Department of Land Conservation and Development (DLCD) and the Washington Department of Community Trade and Economic Development (CTED) and provided both with a draft of the rule that incorporated the handbook. DLCD has not responded. CTED reviewed the draft and indicated that the process steps in the rule were generally consistent with current Washington law, but made several suggestions. CTED's major suggestion is that the Commission should use the states' annual population estimates and projections rather than have counties develop different ones for the purpose of revising an urban area boundary. Staff agrees.

Staff is not done with its updating work. In January, Klickitat County submitted pre-application material for a revision to the Lyle urban area boundary (Staff has been working with Klickitat County for several months on this). Staff would like the opportunity to apply its experience from working with this application to improve the boundary revision process. For example, the process specified in the handbook does not take employment patterns and existing vacancy rates into account when calculating whether there is a need for the revision.

The attached draft shows staff's recommended changes. The handbook language is all in section .025. All new language (including .025) is shown in underlined text. Language that is double underlined shows additions to the handbook language. Language that is recommended for deletion is shown in ~~strikeout text~~. To help the Rules Committee identify the updates to the handbook. All of the changes to the handbook language (except typos and minor words) are also highlighted.

I know this seems like a lot of material to review, but you do not need to review the handbook language in great detail at this time. At this time, staff only needs direction from the Committee about whether to continue working on transferring the handbook language into the rule. Of course, any language suggestions are helpful too.

As always, please do not hesitate to call me if I can help you sift through this material.

COLUMBIA RIVER GORGE COMMISSION

Chapter 350
Division 40

Revision of Urban Area Boundaries

As amended 4/13/99; effective 5/17/99

350-40-000. Purpose.

This division specifies the ~~process of the~~ Columbia River Gorge Commission's ~~(Commission)~~ process for considering minor revisions to the boundaries of any Urban Area~~.~~, and clarifies the threshold standards for meeting the criteria in the Scenic Area Act for approval for such revisions.

350-40-010. ~~Definitions~~ Authority.

Section 4(f) of the Scenic Area Act authorizes the Gorge Commission to make minor revisions to the boundaries of an urban area. Such revisions must comply with the procedural requirements and criteria in the Act.

~~The definitions in Chapter 350, Division 20, Section 002 shall apply to this division.~~

350-40-020. ~~Authority~~ Definitions.

For the purposes of this division, the following definitions shall apply, unless context requires otherwise:

(1) "Act" or "Scenic Area Act" means the Columbia River Gorge National Scenic Area Act, PL 99-663 (codified at 16 U.S.C. § 544 et seq.).

(2) "Commission" means the Columbia River Gorge Commission.

(3) "County government" means the governing body of a county, such as a Board of County Commissioners or County Court.

(4) "Executive Director" means the Executive Director of the Columbia River Gorge Commission.

(5) "Management Plan" means the Management Plan for the Columbia River Gorge National Scenic, as revised.

(6) "National Scenic Area" or "Scenic Area" means the Columbia River Gorge National Scenic Area established pursuant to section 4 of P.L. 99-663.

(7) "Urban Areas" means those areas within the Scenic Area identified as Urban Areas on the map referred to in section 4(e) of P.L. 99-663 or within the boundaries of an Urban Area as revised pursuant to section 4(f).

(1) The Commission may make "minor revisions" to the boundaries of an Urban Area [Scenic Area Act, Section 4(f)]. Such revisions must comply with the procedural requirements and criteria in the Scenic Area Act.

(2) Three procedural requirements are included in Section 4(f)(1) of the Scenic Area Act:

(a) Requests to revise an Urban Area boundary are submitted to the Commission by a county government;

(b) The Commission must consult the Secretary of Agriculture before revising an Urban Area boundary; and

(c) Two-thirds of the Commission members, including a majority of the members appointed from each state, must approve a revision of an Urban Area boundary. In the event of recusal, the doctrine of necessity shall apply.

(3) Section 4(f)(2) of the Scenic Area Act allows the Commission to revise the boundaries of an Urban Area only if the following criteria are satisfied:

(a) A demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the Management Plan;

(b) Revision of Urban Area boundaries is consistent with the standards established in Section 6 and the purposes of the Scenic Area Act;

(c) Revision of Urban Area boundaries will result in maximum efficiency of land uses within and on the fringe of existing Urban Areas; and

(d) Revision of Urban Area boundaries will not result in the significant reduction of agricultural lands, forest lands, or open spaces.

350-40-025. Criteria for Approval

The application shall satisfy the following criteria. The criteria from section 4(f) of the Scenic Area Act are numbered below as (1), (2), (3), and (4). The text below each criterion is the Commission's statement of how it will interpret and apply the criterion, and what analysis is necessary to demonstrate compliance. Some level of analysis should be done for all lands surrounding the urban area to determine the locations for revisions that best meet the criteria.

(1) A demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the Management Plan

(a) Interpretation and Application of Criterion 1:

(1) This is an either-or ~~two-part~~ criterion. Applicants can demonstrate that their application satisfies the criteria by demonistrating a need for additional land based either on long range population growth in the urban area, or economic need of the urban area. ~~Compliance may be achieved by meeting one of the two parts. In either case, a need for the additional land proposed for inclusion in the urban area must be demonstrated. The need may be based on the long-range urban population growth requirements or an economic need of the jurisdiction.~~

~~(2) To satisfy this criterion in either case, economic growth prospects should be addressed. These may utilize the Commission's Economic Opportunity Study and/or other documentation of economic trends and economic development strategies for the community. A boundary change requested for residential and/or commercial land needed to accommodate long-range urban population growth (and the related infrastructure needs) should be based on economic growth assumptions and employment levels that go with these assumptions. In turn this information may influence the in-migration component of the population projection. A boundary change requested for land needed to provide for industrial development (and related infrastructure) should address the same kind of basic economic development assumptions.~~

(2) The term "long-range" refers to a 20-year planning period, commencing the year of the application. Additional land needed to accommodate long-range population growth requirements should primarily consist of lands needed for residential growth, public facilities and infrastructure, such as roads and parks necessary to support the population growth anticipated during the planning period. A case for adding commercial lands to serve the needs of additional population may be included in this analysis. Additional industrial lands needed to provide employment in the community over the next 20 years should be addressed as an "economic need".

(3) A number of different factors may be used to demonstrate a long range economic need ~~exists~~, including, but not limited to:

(i) Existing employment needs and future employment needs associated with economic growth assumptions in an

approved economic growth strategy, development plan or similar document.

(ii) Specific geographic or locational requirements of economic activities of vital importance to the economy of the community;

(iii) Regional market significance of the subject urban area and requirements of economic uses relative to such factors;

(iv) Infrastructure necessary to the economic vitality of the community; and

~~(v) Adverse administrative fiscal impacts relative to urban area boundary location.~~

(4) Proposed minor boundary revisions which are consistent with the other three criteria in Section 4(f) (2) should be considered consistent with the Management Plan pursuant to the last clause in criterion 1.

(b) Information and Analysis Requirements: Demonstrating a Need to Accommodate Long-Range Urban Population Growth Requirement:

~~This provision focuses on the need to provide an adequate residential land supply and public facilities and services necessary to support the community's economic growth strategy and the anticipated additional population. In addition to land for residences, the land supply may include such facilities and services as roads, other transit corridors, utility rights-of-way, parks and open space, schools, and sewage treatment and solid waste facilities. To accommodate the commercial service needs of the community (based on the anticipated population in the planning period), additional commercial land may need to be added to the urban area if insufficient suitable land exists to meet the need inside this urban area. The need for additional industrial land should be addressed under "economic needs" (subsection (e) below).~~

(1) The analysis to demonstrate that additional land is needed to accommodate long-range residential (and related public facilities) needs is divided into three steps. The first step involves estimating the anticipated need for housing and necessary support facilities over the planning period. The next step consists of estimating the supply of buildable lands within the urban area. Lastly, a comparison of the need with the supply inside the urban area will

define the extent to which the need can be met within the existing urban area.

(2) Several important concepts involved in this analysis should be addressed. Some of the terms describing these concepts have different applications in various contexts. The following definitions are offered to provide for consistent application of these concepts within the Scenic Area.

(i) "Buildable lands" means those developable and redevelopable lands that are both suitable and available for residential development within the planning period.

(ii) "Available lands" means lands that are suitable for development and that are reasonably likely to be available for development within the planning period.

(iii) "Suitable land" means those developable and redevelopable lands that are both capable of and appropriate for development, given ,physical and environmental constraints as well as local policies or other factors affecting land use.

(iv) "Developable lands" means those vacant lands that are capable of accommodating development, considering physical and environmental. constraints, safety hazards, potential capacity to receive urban facilities and services or other factors affecting development capability.

(v) "Redevelopable lands" means those partially developed and underdeveloped lands (containing some existing development) that are capable of accommodating additional development, considering physical and environmental constraints. safety hazards. potential capacity to receive urban facilities and services, or other factors affecting development capability.

(vi) "Partially developed lands" means those lands containing development consistent with the type and intensity of development for which it is planned, but where additional development of the same type and intensity could be accommodated under the plan (e.g., a single-family dwelling on a 10 acre parcel in an area designated for single-family dwellings at a 1 acre density).

(vii) "Underdeveloped lands" means those lands containing

development of a different type or intensity than that for which it is planned, and where additional development consistent with planned uses could be accommodated (e.g., ~~a single-family dwelling on a 10 acre parcel in an area~~ designated for multi-family housing at a density of 10 units per acre).

(3) The following steps summarize the analysis recommended to demonstrate a need for additional residential land and land devoted to public facilities and services necessary to support the additional population:

(i) Step 1: Estimate the anticipated need for additional residential lands and support facilities over the planning period:

~~(1) Evaluate the community's economic growth prospects. The urban area economy is the engine which generates growth in an urban area, and new employment opportunities can induce population growth. The analysis should start with an outline of economic development assumptions for the urban area and the economic development strategy implicit in these assumptions. This strategy sets forth the economic goals of the community and identifies the sectors of the economy to be emphasized in the years ahead. For data used in employment analyses, the Appendix to the Commission's Economic Opportunity Study on "Population and Demographic Information" may be a useful source. The employment information for urban areas can be updated from the 1990 Census returns. Projections for the state as a whole and for its subregions prepared by state agencies may be useful in estimating how a locality can be expected to share in employment forecasts for larger areas. Estimates of future employment levels and economic development strategies provide one basis for estimating net migration rates used in population projections.~~

(1) Estimate the projected population of the urban area in 20 years. ~~Several relatively simple methods to forecast population growth of small communities can be utilized. Sources of information and/or technical assistance may include: the U.S. Census, state departments of housing, community development, and employment; research bureaus or social science divisions of local colleges and universities; and private consulting firms.~~ Use the current official population estimates and projection from the Office

of Financial Management or the PSU Center for Population Research and Census. If the urban area does not have an official estimate and projection, then it must work with the state to develop one as part of this step. Subtract the current urban area population from the total projected population in 20 years to derive the additional population expected in 20 years above current urban area population levels.

(2) Assume a ~~Estimate~~ projected household size in 20 years. Typically, this type of information is derived from census data. Surveys of average household size within the subject urban area may be utilized, particularly if the survey information is recent and well-documented. Articulate and document your assumptions.

(3) Assume ~~Estimate~~ a housing unit vacancy rate in 20 years. Jurisdictions who have done this before often extrapolate existing vacancy rates into the future. Articulate and document your assumptions.

(4) Divide the number derived in (1) above by the number derived in (2) above. Multiply this figure by the vacancy rate plus one (for example, if the vacancy rate is 5%, multiply by 1.05). The resulting number is the estimate of additional households needed in the planning period to accommodate the projected population, adjusted to account for the vacancy rate.

(5) Convert this figure into acreage needed to accommodate this quantity of housing. To do this, assumptions about the mix of housing types and densities anticipated for each housing category in the planning period need to be made. These assumptions should include the strategies identified to increase the efficient use of land in the urban area as required in Criterion 3. ~~To derive this figure, many jurisdictions have simply extrapolated from the current housing type mix and planned densities (allowed at buildout under the local plan).~~ As an example, the housing and density mix for Anytown, USA is as follows: 50% is single-family, 4 d.u./acre; 25% is single-family, 2 d.u./acre; and 25% is multi-family, 10 d.u./acre. Assuming this mix and density over the planning period, the amount of land needed to accommodate the anticipated 100 new dwelling units would be:

100 x .50 divided by 4 = 12.5 acres
100 x .25 divided by 2 = 12.5 acres
100 x .25 divided by 10 = 2.5 acres
Total land area needed: = 27.5 acres

(6) Adjust this figure to account for public facilities necessary to support the additional population. This figure is derived either through empirical data in the community, or by referencing trends from studies. Small cities and towns typically require 15 to 25% of additional land area beyond that required for housing alone. This land would accommodate transportation systems, utility corridors, parks, schools, and sewage plants. Less land area will be needed if less infrastructure will be developed on subject land. Specify and document the need for each public facility and corresponding land area for which this adjustment is taken. The need for public facilities must take into account existing capacity in existing public facilities public facilities needs. The resulting figure is the adjusted amount of land needed to accommodate anticipated population growth during the planning period.

(ii) Step 2: Estimate the supply of buildable lands within the urban area.

~~(1) Calculate the existing supply of vacant, partially developed and underdeveloped lands within the urban area. Some judgment needs to be made (should be articulated as assumptions) as to when an underdeveloped or partially developed parcel is very unlikely to be fully developed or redeveloped in the planning period. This situation is particularly relevant to parcels where the difference between the existing level of development and the full buildout potential is small. An example of this is a one acre parcel with a dwelling where the plan designation allows a one-half acre density.~~

(1) Calculate the supply of vacant lands that are developable. ~~and the supply of partially developed and underdeveloped lands which are redevelopable.~~ To do this, first calculate the supply of vacant land for each housing type and density. From this figure, subtract (1) lands that, due to physical or environmental constraints or safety hazards are not capable of supporting development; (2) lands that are not likely to, or capable of, being served by urban facilities and services during the planning period. This may include

lands that, although lacking physical constraints, may be very inaccessible or situated in such a manner that provision of urban facilities and services would be prohibitively expensive; and (3) lands already committed to some other use that will thus be unavailable for future development (such as lands within an established historic district or lands with approved permits for a use not yet constructed ~~or under construction~~). Articulate and document your assumptions for each subtraction. The end result is the supply of developable ~~and redevelopable~~ lands. This analysis should be done in conjunction with the analysis done for Criterion 3. For example, if the community can utilize strategies to increase the efficiency of land use within the urban area, then those strategies become part of the assumptions for this analysis.

(2) Calculate the supply of land that may be redeveloped during the planning period. To do this, first calculate the supply of partially developed and underdeveloped land for each housing type and density. From this figure, subtract (1) lands that, due to physical or environmental constraints or safety hazards are not capable of supporting development; (2) lands that are not likely to, or capable of, being served by urban facilities and services during the planning period. This may include lands that, although lacking physical constraints, may be very inaccessible or situated in such a manner that provision of urban facilities and services would be prohibitively expensive; and (3) lands already committed to some other use that will thus be unavailable for future development (such as lands within an establish historic district or lands with approved permits for a use not yet constructed). Articulate and document your assumptions as to when a parcel is not capable or suitable of being fully developed or redeveloped. The end result is the supply of redevelopable lands. This analysis should be done in conjunction with the analysis done for Criterion 3. For example, if the community can utilize strategies to increase the efficiency of land use within the urban area, then those strategies become part of the assumptions for this analysis.

~~(3) Estimate the supply of suitable, developable and redevelopable lands. The difference between the figure derived in (2) and those lands that are suitable involves applying local policies or other factors which limit development on lands otherwise capable of supporting~~

~~additional development. Examples include development restrictions in an established historic district, or locational factors rendering an area unsuitable (such as land capable~~ of residential growth surrounded by and adjacent to a ~~landfill).~~

(3) Estimate the long-range availability of the supply of developable and redevelopable lands. ~~Even accounting for partially developed lands not likely to be redeveloped,~~ ~~T~~here is still a subset of capable and suitable lands which may never be available for development, or redevelopment due to market factors, landowner preference, lot configurations, etc. This factor is perhaps the most difficult to assess and defend, but a realistic analysis of land needed to accommodate long-range growth can address this. The availability factor is not a measure of what lands are available today, rather it addresses lands which are likely to be available in the planning period. Methods to estimate availability include consulting with realtors, permit officials and others familiar with local development activity; conducting a random survey of landowners; using multiple listing files; or studying land costs. Estimates should be broken down by zoning category, and checked by tracking current development approvals and applications. ~~Some studies of this factor exist; it is a newly-evolving area of land use planning. These studies may provide some guidance; as well as landowner surveys. The studies reveal that, typically, anywhere between 10 to 30% of potentially suitable land may not be available for development over the long range.~~ Articulate and document specifically why each parcel will not be available during the planning period. Subtract the unavailable lands from the supply of developable and redevelopable lands. The resulting figure is the gross acreage of buildable lands. This analysis should be done in conjunction with the analysis done for Criterion 3. For example, if the community can utilize strategies to increase the efficiency of land use within the urban area, then those strategies become part of the assumptions for this analysis.

(4) Estimate the net acres of buildable land available within the urban area. This involves subtracting an estimated percentage of the gross acreage to account for lands needed for public facilities necessary to support the residential growth. Again, either national, regional or state planning studies or empirical observations within the subject

jurisdiction (if reflecting recent trends) may be used to justify this estimate. "Ball park" estimates for small cities and towns usually range between 15 and 25% of the gross acreage. Less land area will be needed if there is sufficient infrastructure to support the current buildable lands. The figure derived from this step is the net buildable acres available within the urban area.

(iii) Step 3: Determine the unmet need for land required to meet long-range urban population growth requirements. By subtracting the estimate of lands needed to accommodate long-range growth from the supply of buildable lands within the urban area, the amount of land needing to be added to the urban area to meet the long-range need is derived. This should be done for each of the housing types and densities assumed in step 1, above.

(iv) Commercial Lands and Accommodation of Long-Range Urban Population Needs: One component of the land use needs generated by long-term urban population growth is the need for commercial services (including both retail and professional services sectors). Generally, this need can be met for small cities and towns with a much smaller land base than that required for residential land, roads, and other associated public facilities. However, cases may arise where there is an inadequate supply of usable land allocated for commercial uses to meet the needs of the population. Two different approaches are recommended for jurisdictions that may be faced with this situation. Empirical data gathered either in the subject jurisdiction or nearby communities on typical ratios of commercial square footage per capita (e.g., 250 square feet/1,000 residents) may be used to demonstrate this need. Similar ratios derived from regional or national land use studies may also be utilized.

(c) Information and Analysis Requirements: Demonstrating an Economic Need:

(1) Employment needs of existing or projected population consistent with an approved economic growth strategy, development plan or similar document. If the analysis focuses on the needs of the existing population, recent unemployment statistics for the area may be helpful. Seasonal fluctuations in local employment trends, the need for year-round employment, and recent economic trends of the primary industries or other major employers in the area may

document a need in this regard. Consideration should be given to employment opportunities in close proximity to the community that may, nevertheless, be outside the urban area but within easy commuting distance. Information on the ratio of jobs to housing in the community may also help demonstrate this need, particularly if there is a disproportionately low ratio of jobs compared to housing. Similar information may be used if the focus is the employment needs of the projected population. Employment needs of a projected population must be determined in an already adopted economic growth strategy. The analysis should include discussion of how modification of the boundary is necessary at this time to accommodate current implementation efforts of the growth strategy. ~~Future projections of employment needs should relate to the community's economic development strategy, as discussed earlier, under the interpretation of Criterion 1.~~

(2) Geographic or locational requirements of economic activities of vital importance to the economy of the community: This factor may come into play for industries and related uses with specific locational requirements including lands currently outside the urban area boundary. Since new industrial uses are prohibited in the General and Special Management Areas, the need for adequate industrial land to support uses of vital economic significance to the community within the urban area is crucial. The significance of particular industrial facilities to the community may be demonstrated, at least in part, by use of the employment statistics described above. Positive or negative fiscal impacts to the local government tax base may be relevant as well.

(3) Regional market significance of the subject urban area: A number of urban areas in the Scenic Area function as regional service and trade centers for a larger rural area. These functions may include manufacturing and retailing of equipment for the agricultural industry, and tourist facilities and services for a surrounding recreational area. This factor may relate strongly to factor 2, in that some of the facilities and services serving the regional economy may have specific locational and siting requirements.

(4) Infrastructure improvements necessary to the economic vitality of the community: This need may involve lands currently outside the urban area that are crucial to major infrastructural improvements on which the local economy depends. Good road or boat access to industrial sites is often a key prerequisite to the success of such operations. Other types of infrastructure needs which may be critical to the economic health of a community could include lands needed for sewage treatment plant expansions. Opportunities for

future growth may be stymied by inadequate capacities of key public facilities. Locational requirements of such facilities may necessitate a boundary adjustment.

~~(5) Adverse administrative fiscal impacts: Where an urban area boundary bisects properties, resulting in portions of properties inside the line planned for urban development and services and portions outside limited to rural uses, an adverse administrative fiscal impact may occur. This may particularly be the case if such lands are inside municipal corporate boundaries, and substantial inefficiencies regarding delivery of urban services and land uses result from the boundary location.~~

(d) Information and Analysis Requirements: Tips and Suggestions:

(1) Check your calculations. It is very easy to accidentally double count or double subtract when doing the complex analysis above. For example, if you assume that a density of 4 du/acre already takes into account access roads on a certain parcel, be sure not to subtract out land area for roads when you adjust for needed infrastructure.

(2) Be sure that your beginning data, assumptions, and other analyseis are consistent with the comprehensive plan and other regulatory and non-regulatory documents relied on for planning purposes other than the urban area boundary.

(2) Revision of urban area boundaries is consistent with the standards established in Section 6 and the purposes of the Scenic Area Act;

(a) Interpretation and Application of Criterion 2:

(1) This criterion is intended to ensure urban area boundary revisions do not adversely affect the resources the Commission is required to protect and enhance under the Act. The first purpose of the Act indicates that urban area boundary revisions may be allowed if they protect and enhance scenic, cultural, recreation, and natural resources. The second purpose of the Act encourages growth to occur in existing urban areas and allows future economic development in a manner that is consistent with the first purpose of the Act.

(2) Section 6 of the Scenic Area Act requires urban area revisions to protect and enhance agricultural and forest lands and open space. Agricultural and forest lands and open space means lands in the Management Plan designated Large and Small-Scale Agriculture,

Commercial Forest Land, Large and Small Woodland, and Open Space in the General Management Area, and Agriculture, Forest, and Open Space in the Special Management Areas.

(3) Also under section 6 of the Act, new uses, including commercial and residential development and mining activities, cannot adversely- affect scenic, cultural, recreation, or natural resources in the Scenic Area. The Commission may only approve an urban area boundary revision that would not adversely affect these resources.

(4) Adversely affect means "a reasonable likelihood of more than moderate adverse consequences for the scenic, cultural, recreation, and natural resources . . ." [Scenic Area Act, Section 2(a)]. When the Commission considers whether a boundary revision would adversely affect scenic, cultural, recreation, or natural resources, it is required by the Act to look at potential "cumulative impacts." The Commission must consider the relationship between the urban area boundary revision and other similar revisions which are individually insignificant but which may have cumulatively significant impacts [Scenic Area Act, Section 2(a)(3)].

(5) There is some overlap in the substantive requirements contained in criterion 2 and criterion 4. Both criteria protect agricultural lands, forest lands and open spaces. Criteria 2 and 4 can be distinguished from each other. Criterion 2 addresses potential effects to all resources on lands within and adjacent to the proposed urban area boundary revision. Cumulative impacts should be considered under criterion 2. In contrast, criterion 4 addresses only potential effects to agricultural and forest lands and open spaces on lands proposed for inclusion in the urban area. The analysis for criterion 2 that addresses agricultural and forest lands and open spaces on lands proposed for inclusion in the urban area should be utilized to address criterion 4. Thus, an analysis that shows a proposed urban area boundary revision to be consistent with criterion 2 should satisfy criterion 4 as well.

(b) Information and Analysis Requirements:

(1) When preparing an application for an urban area boundary revision, applicants should evaluate the presence and nature of scenic, cultural, recreation, or natural resources within the subject area. This can often be accomplished using the resource inventories included in the Management Plan. Other sources of information include federal and state resource agencies.

~~Natural resources should be clearly identified. Submittal of a~~

~~detailed map of the affected area will help graphically portray such information.~~

(2) Scenic Resources: The Commission must consider whether a proposed urban area boundary revision would protect and enhance scenic resources. ~~The Landscape Sensitivity map included in the Management Plan can assist applicants. It ranks areas based upon their (1) ability to be seen from Key Viewing Areas, (2) visual diversity, and (3) ability to absorb development.~~

(i) ~~Lands ranked as critical or high sensitivity often include prominent landforms that have little vegetation to hide new development. Boundary revisions that include areas of critical or high landscape sensitivity should ensure~~ Lands that are not seen from key viewing areas or lands where development can be made visually subordinate without significant landscape and vegetation modification should be given priority consideration. The local government should have in place planning and development strategies to ensure future development on lands added into the urban area will not detract or impair scenic values (1) of the subject area as seen from Key Viewing Areas and (2) of adjoining landscape settings. ~~That is, future development should be visually subordinate. Determinations regarding landscape sensitivity~~ Applications should discuss the urban uses planned for the subject area, and any provisions adopted by local governments that protect scenic resources.

~~(ii) Landscapes that are less prominent and diverse and are covered with forests have moderate, low, or minimal sensitivity. New development can often occur in these areas without adversely affecting scenic resources.~~

(3) Cultural Resources: It is a goal of the Commission to protect and enhance significant cultural resources. Significance is determined using the criteria in Policy 10 of the Cultural Resources chapter of the Management Plan.

(i) ~~A cultural resource inventory is included in the Management Plan. It was compiled using records from the Oregon State Historic Preservation Office and the Washington Office of Archaeology and Historic Preservation. Because less than 5 percent of the Scenic Area has been surveyed for cultural resources, this inventory is not complete.~~ Reconnaissance and historic surveys of the affected area should be conducted, unless

adequate surveys have been conducted in the past. Such surveys should include a surface survey and subsurface testing conducted: by a qualified professional. The nature and extent of any cultural resources should be adequately documented. Applicants should consult with the U.S. Forest Service and Gorge Commission regarding technical ~~and/or financial~~ assistance in conducting such surveys.

(ii) If significant cultural resources exist in an area affected by an urban area boundary revision, their permanent protection needs to be demonstrated to show consistency with this criterion. Applicants should assess the effects of future development on the affected cultural resources and discuss use of applicable mitigation measures to ensure long-range protection. The guidelines in the Management Plan describe specific procedures that should be followed. Priority consideration should be given to lands where no cultural resources exist.

(iii) The Nez Perce, Umatilla, Warm Springs, and Yakima Indian tribes have treaty rights within the Scenic Area. No action taken by the Commission, including urban area boundary revisions, "shall affect or modify any treaty or other rights of any Indian tribe" [Scenic Area Act, Section 17(a)].

(4) Natural Resources: Natural resources include wetlands, streams and ponds, sensitive wildlife habitat, endemic and listed plants, and significant natural areas. The Management Plan defines these terms. ~~It also contains maps that show the general location of natural resources in the Scenic Area. Agencies such as the~~ Applicants should contact the Oregon Department of Fish and Wildlife, Washington Departments of Wildlife and Fisheries, the Oregon and Washington Natural Heritage Programs, and the U.S. Fish and Wildlife Service for information about the presence of natural resources. ~~can provide site specific information.~~ Natural resources should be clearly identified. Submittal of a detailed map of the affected area will help graphically portray such information.

(i) The Commission's objective is to keep conflicting uses from encroaching on sensitive natural resources. The natural resource provisions in the Management Plan should be used to determine if an urban area boundary revision would adversely affect natural resources. Priority consideration should be given to lands where no cultural resources exist.

(ii) Adverse affects on sensitive natural resources can often be avoided by careful siting and conditions on new development. Buffers are an important tool to protect and enhance many natural resources. Applications should address any provisions adopted by the local government that may protect natural resources, or other applicable state or federal regulations which provide such protection.

(5) Recreation Resources: The Act requires public and private recreation resources must be protected and enhanced. These include, but are not limited to, education and interpretive facilities, campgrounds, picnic areas, boat launch facilities, and river access areas.

(i) The Commission is required to consider if an urban area boundary revision would adversely affect existing or planned recreation facilities. Applicants should determine if existing or planned recreation resources exist within the affected area. The Forest Service prepared an inventory of existing recreation, facilities. The Management Plan includes a Recreation Development Plan. This plan identifies high priority recreation projects that could be developed in the future.

(ii) To be consistent with this criterion, proposed boundary revisions should not introduce uses that conflict with important recreation resources. This can include adverse effects on lands adjacent to the boundary revision area. The Management Plan contains techniques to help avoid such conflicts, including buffer zones and site planning.

(6) Agricultural and Forest Lands and Open Space: The Commission will consider whether an urban area boundary revision would adversely affect adjacent lands designated Large or Small-Scale Agriculture, Commercial Forest Land, Large or Small Woodland, or Open Space in the General Management Area or Agriculture, Forest, or Open Space in the Special Management Areas. These lands are shown on the Land Use Designation map that is included in the Management Plan. Potential effects to agricultural lands, forest lands or open spaces within the proposed area may be addressed under criterion 4. This information is needed to satisfy both criteria 2 and 4.

(i) Uses that conflict with agricultural or forest practices or open space resources should not be introduced on adjacent

lands. High density residential or commercial development adjacent to resource lands may in some circumstances force farmers and timber managers to curtail accepted management practices that are considered a nuisance. The effects of high density development, such as vegetation removal and stormdrain runoff, may pollute wetlands and streams, compromise wildlife habitat, and adversely affect other open space resources.

(ii) Applicants should address the offsite effects that would result from urban uses planned for the subject area. Resource specialists from federal and state agencies or private consultants can provide valuable assistance. Mitigation plans and local ordinances may help to reduce otherwise significant effects to an insignificant level.

(3) Revision of urban area boundaries will result in maximum efficiency of land uses within and on the fringe of existing urban areas;

(a) Interpretation and Application of Criterion 3:

(1) This criterion is intended to promote compact, efficient and orderly urban growth. In doing so, it also discourages scattered "leapfrog" development, sprawl and the negative economic, environmental, visual and social consequences associated with such development patterns. Several key factors may be used to gauge the efficiency of an urban area land use pattern. The following are ~~suggested factors in addressing land use efficiency. They are general features~~ attributes typically associated with an efficient land use pattern. ~~and thus~~ These may not apply in all situations, but the extent to which the proposed boundary change would achieve or contribute to efficient land use patterns should be discussed

(i) Prevailing development densities are in a range capable of being served in a cost-effective and efficient manner by urban services and facilities;

(ii) Prevailing development densities take advantage of opportunities for levels of development not available outside the urban area ("optimal use" of available land and development options);

(iii) The subject jurisdiction has development standards and other provisions in place to ensure efficient site development and lot configuration patterns;

(iv) Areas targeted for urban development are contiguous to or surrounded by areas with existing urban development and services, unless topographic or other physical barriers render such a pattern infeasible in the specific case;

(v) Buildable lands within existing city limits are targeted for urban development prior to buildable lands outside city limits; and

(vi) Areas already served or readily capable of being served by urban facilities and services are developed prior to lands not currently served or likely to be served in the near future by urban facilities and services.

(2) Potential effects of the boundary change on the efficiency of land uses in areas outside but adjacent to the urban area boundary be addressed ~~(".. on the fringe of existing urban areas")~~.

(b) Information and Analysis Requirements:

The following summarizes some of the information which may be used to document that a boundary revision will result in maximum efficiency of land use within and on the fringe of the existing urban area:

(1) Prevailing densities allow for cost-effective, efficient delivery of services and make optimal use of development opportunities: A strong relationship between prevailing densities of development and cost-effective, efficient delivery of services has been documented in the planning literature. Generally, provision of sewer service and some other types of urban services and facilities in a cost effective, efficient manner is associated with prevailing densities greater than 4 ~~2~~ dwelling units per acre. Sewer service is often a key limiting factor in accommodating additional urban development, and frequently requires a greater public investment per capita than other public facilities or services. Information on existing or planned densities, as they relate to existing or planned infrastructure systems, may help document efficiencies of land use. System capacities, planned expansions and data on per capita costs of service delivery may also be relevant.

In a related vein, areas where existing land uses are substantially less intensive than the use planned for the area (underdeveloped) may create land use inefficiencies. Making optimal use of the available land base is an important feature of an efficient land use pattern. Data comparing existing densities with those allowed for in the local plan may illustrate the degree of efficiency relative to

this factor.

(2) Contiguity of areas targeted for urban development with areas having existing urban development and services: This factor encourages compact, orderly growth patterns and discourages scattered, "leapfrog" development and low-density sprawl. Skipping over lands contiguous with existing urban development to focus on outlying areas often results in a land use pattern that is very costly to service. This factor closely relates to the factors described above regarding densities/cost-effectiveness of service delivery. Maps and supporting reports showing the spatial relationships between areas targeted for urban development and areas with existing urban development and facilities would be relevant in evaluating this factor. In some cases, topographic or other physical barriers may prevent the establishment of contiguous, phased growth patterns consistently throughout an urban area.

(3) Areas already served or readily capable of being served by urban facilities and services are developed prior to areas not served or readily capable of being served by urban facilities and services: Infilling into areas where urban facilities and services exist or are imminent before channeling development into other areas is also closely related to avoiding "leapfrog" development and establishing logical, orderly growth patterns. Cost-effective, efficient service delivery is strongly influenced by this factor. Much of the recommended information discussed above may be used to demonstrate how the community is planned to expand in a logical sequence.

(4) Buildable lands within existing city limits are targeted for urban development prior to buildable lands outside city limits: Annexation of lands to a city is a common tool used to encourage orderly and efficient urban growth. Local and/or state policies often significantly limit the extension of urban facilities and services (and the associated higher densities) outside of city limits. Maps and supporting materials showing the relationship of areas targeted for growth with existing city limits may illustrate how proposed boundary revisions address this factor.

(5) Efficient site development and lot configuration patterns are achieved by local development standards and other provisions: Many local ordinances contain standards for site development and land divisions that facilitate efficient development patterns. Such provisions may include: prohibition on creation of "flagpole" lots and difficult to access lots (as related to existing circulation

systems), setback standards, lot coverage standards, planned unit development provisions, etc.

(6) Strategies to increase efficient use of land should be in place such as land swaps between government owned and private lands (to promote infill and assemble larger pieces that are more attractive for development); rezoning to higher densities; tax incentives and disincentives; infrastructure improvements; and other incentives for development. Applicants should also consider removing lands that cannot be efficiently developed from the urban area in exchange for adding lands that may be efficiently developed.

(4) Revision of urban area boundaries will not result in the significant reduction of agricultural lands, forest lands, or open spaces.

(a) Interpretation and Application of Criterion 4:

(1) This criterion should be applied only to those lands proposed for inclusion in the urban area. It should not apply to adjacent or nearby agricultural or forest lands or open space resources. Analysis of potential adverse effects to adjacent or nearby lands or resources should be addressed under criterion 2.

(2) Criterion 4 will be satisfied outright if the proposed boundary revision does not include lands designated Large-Scale Agriculture, Small-Scale Agriculture, Commercial Forest Land, Large Woodland, Small Woodland, or Open Space in the General Management Area, or Agriculture, Forest, or Open Space in the Special Management Areas

(3) An analysis should be prepared if the proposed revision includes land designated Large Scale Agriculture, Small-Scale Agriculture, Commercial Forest Land, Large Woodland, Small Woodland, or Open Space in the General Management Area or Agriculture, Forest, or Open Space in the Special Management Areas. As with "minor revisions", quantitative formulas should be avoided when determining what constitutes a significant reduction of agricultural lands, forest lands, or open spaces. Significance is often a function of values that are not related to the size of an area.

(4) The "adverse effect" standard should be used to evaluate the significance of a reduction of agricultural or forest lands or open spaces. In the case of agricultural or forest lands, evaluation of adverse effects should consider resource suitability and commercial viability factors. With respect to Open Space lands, the significance of any reductions should be based simply on

whether the open space resources would be adversely affected. At a minimum, it is recommended that the following questions be addressed in determining whether the proposed boundary revision would result in. a significant reduction of agricultural lands, forest lands, or open spaces:

Agricultural or Forest Lands:

(i) Are the subject lands suitable for intensive, commercial agricultural production or commercial forest management? Evaluation of suitability should include soil capability, relevant climatic factors, size of contiguous land holding, adjacent land use, land improvements such as irrigation systems, etc.

(ii) Is the area currently under, or has the area in the recent past been under, intensive, commercial farming or commercial forest uses?

(iii) Would a conversion of the land to urban uses substantially impair the economic viability of an existing commercial farm or forest management unit?

Open Spaces:

(iv) Would the sensitive and/or significant natural, cultural, scenic or recreation resources contained in an Open Space designation be adversely affected if they were included in the urban area? Applicants should assume conversion to urban uses, unless specific local plan provisions or other commitments, such as deed restrictions, ensure protection of these open space values. In evaluating whether such open space resources would be adversely affected by inclusion in an urban area, also consider whether application of any existing local, state or federal laws and regulations would adequately protect those resources.

(b) Information and Analysis Requirements:

If a proposed boundary revision includes lands designated Large-Scale Agriculture, Small-Scale Agriculture, Commercial Forest Land, Large Woodland or Small Woodland in the General Management Area or Agriculture, Forest, or Open Space in the Special Management Areas, the following information is recommended:

(1) Suitability for intensive, commercial agricultural production or

forest management:

(i) U.S.D.A., Soil Conservation Service agricultural capability rating (Classes I VIII) for agricultural land, U.S.D.A. Soil Conservation Service woodland suitability site index or other site index measures for forest land;

(ii) Size of parcel and/or contiguous land holdings;

(iii) Adjacent land use and parcel pattern;

(iv) Ownership classes of subject and adjacent lands, for forest lands (private, public, industrial timber companies);

(v) Relevant land improvements (irrigation system, water storage, roads, etc.);

(vi) Any other factors relevant to agricultural land or forest land suitability (e.g. climate, prior land use commitments).

(2) Current use status:

(i) Field visit reports, air photos, letters from landowners or lessees regarding status of subject area's current and past land use;

(ii) Similar information for adjacent lands.

(3) Potential to impair economic viability of commercial farm or forest unit.

(i) Information on nature of current farm or forest operation in subject area (if applicable), potential economic loss from boundary change and conversion to urban uses;

(ii) Other relevant data to document potential impact of boundary change on economic viability of the operation.

(4) Some of this information is contained in the soil surveys compiled for each county by the U.S.D.A. Soil Conservation Service. Information on parcel and ownership patterns and land uses is available at county or city planning and building departments, or the offices of the Commission or Forest Service. Information on current use may be provided by air photos, which are also available at the Commission or Forest Service offices and in some cases, local planning departments. Information on the nature of an

existing operation should come from operators and/or landowners.

(5) If a proposed boundary change includes lands designated Open Space, the information recommended under criterion 4(f) (2) (B) should be utilized to determine whether sensitive and/or significant scenic, natural, cultural or recreation resources exist in the subject area. If this is the case, a demonstration should be provided that local policies, state or federal laws or other measures to protect these resources will be applied.

Sources of information on the presence of sensitive and/or significant resources include resource inventories of the Commission and Forest. Service, state and federal resource agencies, county and city resource inventories, and those maintained by tribal governments.

350-40-030. Application for Revision.

Applications to revise the boundaries of any urban area may be submitted only by a county government, and shall contain the following information:

(1) A statement from the county sponsoring the urban area boundary revision, signed by the county commissioners.

(2) A statement that the senior-elected or appointed official(s) of any affected municipality or special district were provided notice of the application.

(3) A statement that explains why the proposed urban area boundary revision is needed. The statement shall describe the anticipated land uses that would occur in the affected area and demonstrate~~s~~ how the proposed revision complies with the criteria in ~~the Scenic Area Act~~ section 025 of this division.

(4) A map of the area proposed for revision to the existing Urban Area. The map shall be drawn to scale and shall be prepared at a scale of 1 inch equals 200 feet (1:2,400), or a scale providing greater detail. It shall include the following elements:

(a) North arrow;

(b) Map scale;

(c) Boundaries of all parcels within the subject area, with labels showing the name of each property owner and the size of each parcel;

(d) Current municipal zoning designations, where applicable;

(e) Significant terrain features or landforms;

(f) Bodies of water and watercourses;

(g) Existing roads and railroads;

(h) Existing dwellings and other structures; and

(i) Location of existing services, including water systems, sewage systems, and power and telephone lines.

(5) For incorporated areas, a map of the current boundary of the municipality.

(6) A map of adopted land use designations and zoning for the existing Urban Area.

(7) For Oregon applications, a map of currently approved urban growth boundaries, and acknowledgment order.

(8) For Washington applications, a map of the currently approved urban growth area, if one has been established. ~~An analysis based on criteria in the Scenic Area Act. (For guidance see Urban Areas Boundary Revisions Handbook, Gorge Commission 1992).~~

(9) A current comprehensive land use survey for the existing urban area and the area sought to be included in the urban area. The survey shall have been completed or updated to be current no earlier than 12 months prior to the date a county submits the application to the Gorge Commission.

(10) A copy of the current comprehensive plan for the urban area and land area sought to be included in the urban area.

~~350-40-040. Processing of Application.~~

~~Each application to revise the boundaries of an Urban Area is reviewed according to the priorities established by the Commission in the Management Plan [see Part IV, Chapter 1, section Revision of Urban Area Boundaries, Policy 5]. Within priority categories established in the Management Plan, applications are reviewed in the order received.~~

350-40-050. Submission and Acceptance of Application.

(1) A county government shall submit an application to revise the boundary of an Urban Area to the Commission office. ~~Fifteen copies of each application are required after the Executive Director determines the application is complete. Only two copies of the large scale maps are required.~~

(2) Within ~~ten (10) working~~ 14 days ~~of~~ after receiving an application, the Executive Director shall review the application for completeness ~~and adequacy~~ and notify the applicant in writing of any deficiencies.

(3) The Executive Director shall not accept an application as complete until all omissions and deficiencies noted by the Executive Director are corrected.

(4) After the Executive Director determines the application is complete, the county government shall submit 20 additional copies of the application to the Commission office for the Executive Director to provide to the members of the Gorge Commission and interested persons and governments. Only two copies of the large scale maps are required.

350-40-060. Notice of Application.

(1) Once the additional copies of the application are received, ~~application is deemed complete,~~ the Executive Director shall send public notice of the completed application to the U.S. Forest Service – National Scenic Area Office, ~~States of Oregon and Washington~~ the Oregon Department of Land Conservation and Development or the Washington Department of Community Trade and Economic Development, all four Indian tribal governments, ~~the six Gorge county planning offices~~, appropriate city planning offices, and interested parties who have requested notice.

(2) The Executive Director shall publish notice of the application in a local Gorge newspaper~~s serving the National Scenic Area~~ which serves the urban area that is the subject of the application, if any, as well as a major newspaper in Portland and a major newspaper in Vancouver.

(3) The Executive Director shall make ~~copies of the complete~~ the application available for inspection at the Commission office during normal office hours.

350-40-065. Public Comment.

(1) Interested persons and governments shall have ~~twenty (20) working~~ 30 days from the date the notice is posted to submit written comments to the Executive Director. Written comments should address whether the proposed amendment is consistent with the purposes and standards of the Scenic Area Act, the criteria in Section 6(h) of the Scenic Area Act and this rule.

350-40-070. Report of the Executive Director.

(1) Within ~~thirty (30) working~~ 60 days following the end of the public comment period, the Executive Director ~~will~~ shall prepare a report, which may include recommendations. ~~Upon application of the Executive Director, the Commission may extend the time for submission of the report.~~ The report ~~will~~ shall analyze the proposed Urban Area boundary revision based on the criteria of the Scenic Area Act and this rule.

(2) In developing the report, the Executive Director shall consult with the Forest Service and consider all comments received during the comment period.

(3) The Executive Director shall provide a copy of the report to all persons and governments that submitted comments on the application.

350-40-080. Hearings.

(1) The Commission ~~will~~ shall conduct a hearing on every application accepted as complete by the Executive Director. The hearing shall occur after the Executive Director has issued the report on the application.

~~(2) The Commission shall provide 30 days notice of the hearing to interested parties and members of the public.~~

(2~~3~~) The hearing shall comply with the procedures for contested cases in Commission Rule 350-16, and as specified below. ~~take place as follows, noting the Chair may provide specific direction for the conduct of the hearing related to the time allowed for presentations and similar procedural issues:~~

~~(a) The applicant is required to proceed first in the hearing and shall present the basis for the urban area boundary revision.~~

~~(b) Federal, state, county, tribal and other government officials may participate through submission of oral or written comments.~~

~~(c) Members of the public may participate through submission of oral or written comments.~~

~~(d) After those who participate in the hearing on behalf of the government or the public are finished, the applicant shall have the opportunity to respond to the comments presented.~~

~~(e) After all presentations are complete, the Chair shall invite the Commission to deliberate on the proposed urban area boundary revisions.~~

(a~~f~~) If the motion on the application is to approve the application without change ~~the Commission makes no changes to the boundary revision proposal~~, the Commission may proceed to vote on the proposal.

(b~~g~~) If the motion on the application includes changes solely ~~only changes to the boundary revision proposal are~~ for the purposes of clarification, the Commission may proceed to vote on whether to adopt the boundary revision after providing an opportunity for public comment during the hearing on any change.

(c~~h~~) If the motion on the application includes substantive changes, i.e. those not covered by subparagraph (b~~g~~) immediately above, ~~to the boundary revision are approved by the Commission during the hearing,~~ the Commission shall:

(i) provide an opportunity for additional public comment during the hearing on the proposed changes, and then proceed to vote on whether to approve the boundary revision; 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 pubic to respond to the proposed modifications under review, and then proceed to vote on whether to approve the boundary revision.

(~~d~~) A majority vote of two-thirds of the members of the Commission, including a majority of the members appointed from each state shall be required to approve an application to revise an urban area boundary.

~~**350-40-090. Consultation.**~~

~~In considering amendments to urban area boundaries, the Gorge Commission shall consult with the Forest Service, both states, the six Gorge counties, all four Indian tribal governments and agencies or organizations that have a specific interest.~~

Minutes of the Rules Committee
March 8, 2004
4:00 p.m.
Columbia River Gorge Commission Office
White Salmon, WA

Committee Members Present:	Joyce Reinig, Committee Chair Kathy Sheehan Walt Loehrke
Other Commissioners Present:	Anne Squier, Chair Wayne Wooster, Vice-Chair
Staff Present:	Jeff Litwak, Counsel
Other Persons Attending:	Nathan Baker, FOCG Bob Leipper

The meeting convened at 4:00 p.m.

Approval of December 15, 2003 Minutes

The Committee unanimously approved the minutes of the December 15, 2003 meeting with no changes.

Discussion of Commission Rule 350-40

Jeff Litwak presented a draft of rule 350-40 with the urban area boundary revisions handbook merged into it and reviewed the staff memo. He asked the Committee to give direction to staff about whether to continue with merging the rule and the handbook. If the Committee did not wish to pursue merging the two, then the remainder of the rule could be forwarded to the full Commission for rulemaking. If the Committee wanted staff to keep working on merging the rule and handbook, then staff would need to wait until after the Commission adopted the plan and forwarded the document to the Secretary of Agriculture. This would free up the planners to do more work to update the material in the handbook based on experience with a recent pre-application submittal for a boundary revision application for Lyle.

Joyce Reinig was concerned that when state law changes, the Commission would need to change its rule too. Staff agreed, but noted that there will likely be few state law changes and when changes are made, staff could review these following a legislative session.

Walt Loehrke noted that Skamania County is growing at a rate where it must now comply with the Washington Growth Management Act. Joyce Reinig also noted that the states do not have an understanding of commuting patterns into and out of the Gorge.

Anne Squier asked the Committee to discuss whether the Commission is compelled to change the rule whenever the states change their statutes and rules for urban boundaries. All three committee members agreed that the Commission would not be compelled. Jeff Litwak also agreed, but noted that the Commission may want to look carefully at what the states do because their planners have better access to resources, latest trends and techniques, etc.

Kathy Sheehan was concerned that the data requirements and calculations specified in the handbook might become obsolete with technology such as GIS. Joyce Reinig agreed and noted that there is a major paradigm shift going on now and the Commission should remain flexible.

Kathy Sheehan suggested that simply referring to the specific procedures in the handbook, while retaining the interpretations in the rule might allow for more flexibility. Jeff Litwak told the Committee that he believed that if the Commission would treat the handbook as binding on applicants, then the handbook should be adopted as a rule.

Joyce Reinig noted that counties might be expecting a rule because it would provide the best direction for these applications. Walt Loehrke agreed that the rule might be simpler and that the Committee should allow staff the time it needs to ensure that a clear process would be specified. The Committee agreed with this statement.

Anne Squier suggested the Committee might explore whether having a rule or having a handbook would be more defensible. Jeff Litwak opined that the rule would probably lead to more defensible decisions because the Commission could point to whether a procedural step was or was not followed, whereas an advisory handbook would allow a person challenging a decision to argue that it did not need to follow the handbook. Joyce agreed that a rule should be prescriptive, not advisory.

Wayne Wooster suggested that the counties should be involved in figuring out where the Commission can be flexible.

Joyce Reinig asked whether the Commission is bound to keep approving boundary expansions in the Scenic Area r can the Commission force an urban area to grow in other ways, such as outside of the Scenic Area when possible or more efficient infill. Kathy Sheehan stated that she believed the rule did not force the Commission to approve a requested expansion even if a need exists.

The Committee did not schedule another meeting. Staff will contact the committee when it is prepared to discuss the next draft of this rule.

2007–2009 Executive Committee, Full Commission, and Rules Committee Discussions and Workshops

In September 2007, the Executive Committee asked staff to address issues that arose during the Commission's engagement with Hood River and The Dalles regarding their work to develop applications to revise their urban area boundaries. In June 2008, the Commission invited several guests to its Commission meeting to discuss the drafting of urban areas and congressional intent for the Commission to revise boundaries. At that meeting, the Commission directed the Rules Committee to develop recommendations for three elements of urban area revision policy: (1) better defining the term "minor;" (2) prioritization of lands to add to an urban area; and (3) using a regional analysis rather than an urban area-by-urban area analysis for revisions.

In the first half of 2009, Commission staff and the Commission's Rules Committee held seven public meetings and workshops to work on these three topics. Staff and the Rules Committee developed a recommendation and presented it at the June 2009 Commission meeting. The Commission voted not to accept the recommendation because additional work was needed and there was no time in the Commission's work plan to do the work.

The Commission's September 2007, June 2008 and June 2009 Commission meeting minutes and relevant staff reports are included in this background notebook. Public comments and meeting audio are available at the Commission office. Meeting notes of the Rules Committee meetings and workshops are also included in this notebook. Staff reports, commissioner proposals, public input and other background documents are available at the Commission office.

COLUMBIA
RIVER GORGE
COMMISSION

DRAFT

EXECUTIVE COMMITTEE NOTES
September 18, 2007
2:00 pm at the Commission office

Present: Joyce Reinig, Jeff Condit (by phone), Harold Abbe, Carl McNew, Jane Jacobsen (by phone), Dan Harkenrider, Jill Arens, Brian Litt, Jennifer Ball Kaden

Guests: Sue Ryan, Todd Cornett, Rick Till, Matt Bowen, Jeannine Rustad, Alex Roberts, Alwin Turiel

The meeting was called to order by Joyce Reinig at 2:05pm. The notes from the last Executive Committee meeting of June 21, 2007 were reviewed and accepted.

Jennifer Ball Kaden gave an overview of the process for revising urban area boundaries, past actions to correct mapping errors for the Cascade Locks and Stevenson urban area boundaries, current proposals, and issues being raised by current proposals. There was a discussion about a range of issues including the meaning of the word “minor”, how the Commission review process and State of Oregon UGB amendment process interrelate, how to ensure resource protection in an expansion area, and whether and how to consider available land in nearby urban areas. The group decided that a worksession with the full Commission should occur to discuss these issues.

Todd Cornett requested the Commission take into account Oregon’s requirements for UGB amendments so we don’t end up in a situation where the State requires an expansion that the Gorge Commission finds unacceptable.

Rick Till requested the worksession cover what type of analysis would be required for each of the 4 criteria. He also said Friends of the Columbia Gorge has some concerns about the Urban Areas Boundary Revisions Handbook.

The group decided to schedule a worksession with the full Commission at its November 13, 2007 regular meeting.

COLUMBIA
RIVER GORGE
COMMISSION

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TO: Columbia River Gorge Commission

FROM: Jennifer Ball Kaden, Planner

DATE: November 28, 2007

SUBJECT: December 11, 2007 Work Session - Urban Area Boundary Revisions

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Action Requested: Discussion of Urban Area expansion issues. No actions or decisions requested at this time.

Purpose: At the December 11, 2007 Commission meeting, Commission and staff will hold a work session on Urban Area Boundary revisions. Staff will provide an overview of the history of Urban Area boundaries, outline the process for revisions to Urban Area boundaries, give an update on potential boundary revision proposals, and identify related issues for Commissioner discussion.

The purpose of the work session is to help prepare the Commission to address this complex and significant topic by providing an overview of issues related to Urban Area expansion. There are several potential applications in various developmental stages staff anticipates will be submitted in the upcoming months. These reflect significant growth our region has experienced in recent years, a trend many expect to continue in the years ahead. Staff expects this to be one of the most important and challenging planning issues facing the Commission in the near future. We hope this work session will enhance the Commission's capacity to respond to individual expansion requests in a comprehensive manner.

The work session will begin an internal discussion of the future of urban area growth in the gorge to prepare the Commission for future dialogue with Scenic Area counties, cities, tribal governments, and other interested parties. This discussion will be focused on broad issues as opposed to specific proposals. Public comment on general boundary revision issues and process will be taken at the end of the discussion. Staff is considering options for getting additional input from gorge partners and other stakeholders prior to reviewing specific proposals.

Enclosed is an outline of the discussion and background materials regarding Urban Area boundary revisions for your review prior to the meeting. The background materials include four items:

1. Commission Rule 350-40
2. Urban Areas Boundary Revisions Handbook, 1992 (an advisory document written by Gorge Commission staff in 1992 to assist local jurisdictions through the boundary revision process)
3. Management Plan Policies and Guidelines for Revision of Urban Area Boundaries (an excerpt from the Management Plan)
4. Selected Sections of the Columbia River Gorge National Scenic Area Act (pertaining to urban area boundaries and revisions of those boundaries)

Columbia River Gorge Commission
Urban Area Boundary Revisions Discussion
December 11, 2007

I. Introduction – Jill Arens

II. Context & Purpose of Work Session – Brian Litt

III. Overview – Jennifer Ball Kaden

1. Scenic Area Act
   a. Land use in Oregon & Washington
   b. Legislative history
   c. Section 4(f) criteria
2. Management Plan
3. Commission Rule 350-40
4. Urban Area Revisions Handbook
5. Past Actions
   a. Lyle (1989)
   b. Mapping Errors Report (1997)
   c. Revisions for Cascade Locks, Stevenson (1999)
   d. Rules Committee (2004)
6. Overview of state roles
   a. Washington
   b. Oregon
7. Possible Revision Requests

IV. Commissioner Discussion – Identification of Key Issues for Consideration
(Staff will provide overview of topics, then open Commissioner discussion)

1. Long-term vision for urban area growth
2. "Minor" Revisions
3. Urbanization and Resource Protection
4. Demonstrating Need by Urban Area, Sub-Region or Region
5. Frequency & Scope of Revisions
6. Process
7. Other

V. Public Comment

VI. Wrap up & Next Steps

Jeff Litwak, Counsel provided an update on pending litigation. He said on October 31st there was a decision on the Plan Review case, which was remanded on one point. He said there is now a post-decision request for reconsideration and the plan review case related to Historic Buildings is pending.

NSA Manager's Report
Diana Ross said there will be a meeting at 6 p.m. on December 12th at the Pioneer Center in White Salmon to discuss the Burdoin Mountain and Catherine Creek area plan. She said the Forest Service has removed the structure from the Moorehead-Fischer property near Rowena, OR.

Break 10:11-10:35 a.m.

Commissioner Work Session on Urban Area Boundary Revisions
Jill Arens, Executive Director provided an introduction to the topic and Brian Litt, Planning Manager described the context and purpose of the Work Session.

Jennifer Kaden, Planner provided an overview (see attachment D) of the history of Urban Area boundaries, outlined the process for revisions to Urban Area boundaries and updated potential boundary revision proposals. The overview included the following items:

1. Scenic Area Act
   a. Land use in Oregon & Washington
   b. Legislative history
   c. Section 4(f) criteria
2. Management Plan
3. Commission Rule 350-40
4. Urban Area Revisions Handbook
5. Past Actions
   a. Lyle (1989)
   b. Mapping Errors Report (1997)
   c. Revisions for Cascade Locks, Stevenson (1999)
   d. Rules Committee (2004)
6. Overview of state roles
   a. Washington
   b. Oregon
7. Possible Revision Requests

Commissioner Middaugh asked about the role of the Secretary of Agriculture in the process. Ms. Kaden said in Urban Area boundary revision process, concurrence by the Secretary of Agriculture is not required but the Commission should consult with the Secretary of Agriculture.

Commissioner Davis asked if an analysis of the Scenic Area is the extent of what the Commission must evaluate. Kaden said while the Commission is charged to evaluate impacts on the Scenic Area, there may be tradeoffs between Scenic Area land and other land, such as agricultural land. She said the question of whether some Scenic Area land is more valuable than other land needs to be addressed.

Commissioner Sheffield asked if cities must prove that they have maximized density to a certain level. Kaden said there is not a strict guideline or prescriptive rule. She said Oregon's land use rules follow a more prescriptive guideline than Washington's land use rules.

Commissioner Jacobsen asked how the schedule of urban boundary revision applications and the Indicators Project will interface. Arens said the first iteration of proposed indicators is scheduled for 2008. Kaden said it is not clear when applications will be submitted but The City of the Dalles and Hood River are working on applications now.

Commissioner Abbe said the Commission will need to address the issue of what constitutes a "minor revision" and a definition of the term.

Commissioner Palena said the Commission will need to address how land with cultural resources outside of the Scenic Area will be handled.

Kaden identified key issues for consideration which included the following items:

1. Long-term vision for urban area growth
2. “Minor” Revisions
3. Urbanization and Resource Protection
4. Demonstrating Need by Urban Area, Sub-Region or Region
5. Frequency & Scope of Revisions
6. Process
7. Other

Commissioner Abbe said by implication, what the Commission works on will determine what qualifies as a "minor revision".

Commissioner Middaugh said the issue of maximum efficiency needs to be addressed. He said a key issue is whether to prescribe required density levels in existing Urban Areas. He said it will be informative to look at a broader or a regional approach as well.

Commissioner Reinig said another issue is the Commission's ability to weigh the pros and cons of resource protection. She used the example of protecting agricultural lands at the expense of other needs.

Commissioner Sheffield said the issue of Urban Area density is significant. She said it would be preferable to have a firm definition of "minor revision" rather than defining this term during the process.

Commissioner Davis said if too much delineation of "minor revision" is made this might put the Commission at odds with the second purpose of the Act.

Lunch 12-1:10 p.m.

Continuation of Urban Area Boundary Revisions Work Session

Chair Condit reconvened the meeting and asked for Commission discussion.

Commissioner Loehrke said communities to the west of the Gorge may wish to expand, which may encroach on the Gorge. He asked if this was the case, would these communities approach the Commission to change their boundaries. He used the example of Washougal, WA.

Kaden said the Commission does not have the authority to create a new Urban Area within the Scenic Area.

Chair Condit said an issue to be addressed is how far the Commission will require communities to analyze urban densities and housing needs. He suggested there may be merit in considering areas rather than individual communities. For example, if Hood River is interested in revising their Urban Area, they should consider the area, including White Salmon and Bingen. The Dalles should consider the area, including Dallesport. He said the Commission may want cities to consider a community approach.

Chair Condit said another area of concern is how to mitigate negative impacts to resources and how the Commission will address resource protection if the proposed area becomes part of the Urban Area. He said if an area previously within the Commission's jurisdiction, becomes part of an Urban Area and outside of the Commission's jurisdiction, what mechanism can be used to ensure protection.

Litwak said if the Commission tried to address resource protection through an intergovernmental agreement (IGA), a potential problem is the fact that a local government cannot bind a future local government. He said another issue is whether the Commission has the authority to require local governments to enter into such agreements.

Commissioner Middaugh asked the Commission to consider contracting or directing staff to research growth patterns. Commissioner Reinig said she believes some of this information already exists and suggested this information is used initially.

Commissioner Sheffield asked if jurisdictional areas with a "donut-hole" configuration are prohibited by state laws. She said for instance in Washington, no school district can be encompassed by another district.

Commissioner Abbe said if Urban Area boundaries are stringently restricted this forces more commuting and creates a "catch-22" scenario. He said the concept of a "donut-hole" configuration is problematic and believes this situation may only be useful for protection of a cultural site.

Commissioner Reinig said some flexibility is needed because the Commission cannot accurately predict what future needs will be in 20+ years.

Chair Condit said the Commission may need to create a prioritized system of valuing types of land such as farm land, forests, etc.

Commissioner Middaugh said he believes there should be a high bar or threshold level for the Commission to uphold and supports the idea of prioritizing land types.

Chair Condit said there are fairly stringent requirements in Oregon to develop urban lands.

Commissioner Davis said another issue is whether efficiency standards can be imposed by the Commission on Urban Areas or whether the Commission will evaluate efficiency based on the merits of individual applications.

Commissioner Middaugh said it would be best to clearly define criteria to be addressed for any proposed Urban Area revision.

Commissioner Loehrke said whatever the Commission's policies, the Urban Areas will be impacted and the Commission must be clear about criteria for proposed Urban Area revisions.

Commissioner Middaugh said the Commission must be at least as rigorous as the Oregon land use system.

Commissioner Davis said the Commission rules require a majority from each state to approve any revision so that is a very high standard.

Kaden said there are a few ways to proceed which includes dialogue with each community through the upcoming community meetings planned as follow up to the Future Forum event and/or roundtable meetings at county commission meetings.

Commissioner Jacobsen suggested staff speak with planning staff in other extremely scenic areas in the country for more ideas as well.

Commissioner Middaugh asked what the process is for Urban Area revisions; would it be a quasi-judicial or a legislative process.

Litwak said in 1992 the rules pertaining to Urban Area revision treated the issue as a contested case or quasi-judicial item but this was revised in 1999 to follow a more legislative process.

Public Comment

Matt Bowen, Wasco County resident said he resides and has a small machine shop outside of The Dalles city limits. He provided a list of 400+ people that are opposed to the City of The Dalles Urban Area boundary revision (see attachment E). He expressed opposition to the proposed Urban Area revision and said the city's planning department told him that this was required by law. He said he spoke to neighbors and found that most people do not want expansion and conducted further research with Wasco County and 26 Oregon communities as well. He said The Dalles City Council was presented with 400+ signatures opposing a boundary revision but they have not listened. He said citizen involvement has not been encouraged although Oregon requires public involvement. He said there is a difference between a public meeting in which the

agency informs the public what they plan to do and asking for public involvement making decisions and plans. He said the Dalles City Council has not involved the community in their plans.

Virgil James of the Yakama Nation, Zoning Administrator for the Yakama Nation said the balance of development and preservation is a difficult one. He said in his work he reviews national and regional trends, assesses the proponent, the proposed use and evaluates how to convey information to the public. He said he hopes to be involved bridging communication gaps as the Yakama Nation will be involved in this issue.

Chief Johnny Jackson of the Cascade Tribe said he is representing his people and has lived his entire life in the Gorge. He said there are many cultural resources along the river and most of the communities today were Indian villages. He said there are very sensitive areas particularly west of The Dalles and there should be more research and review of these areas especially if these areas are to be included in the Urban Area boundary. He suggested that the North Dalles or Dallesport, WA is considered as part of this expansion rather than impacting sensitive cultural areas. He said it is not uncommon for expansion to include lands across rivers or bays and noted that the North Dalles already has infrastructure such as an airport and roads conducive to urban growth.

Mary Repar of Stevenson, WA said she feels "the cart is being put before the horse" since there are no complete applications for an Urban Area boundary revision at this time. She said there should be an emphasis on how to protect resources in the event of boundary revisions. She said the Commission's business is to protect the Scenic Area by limiting growth to the existing Urban Areas. She asked that maps of critical areas are provided as reference for future discussion of the issue.

Collena Tenold-Sauder said she lives in the Scenic Area outside of The Dalles, OR. She said the urban growth expansion seems to be based on a buildable lands inventory but the methodology is skewed in favor of the agency bringing the application forward. She said the criteria used for determining whether property is buildable needs to be examined as well and thanked the Commission for their thoughtful approach to the issue.

Dan Durrow, Community Development Director for the City of The Dalles, OR said it is to everyone's benefit that all proposed Urban Area boundary revisions are considered locally rather than in Washington D.C., thus determining proposed expansions are minor in scope, within a 20-year time frame. He said the City of The Dalles had a "no-growth" policy for many years and this greatly impacted the city when the economic downturn affected the area. He said their reliance on employment through the aluminum plants was evident when those plants closed. He said the City of The Dalles is seeking Urban Area expansion to sustain future economic growth that benefits all area residents. He said while unemployment is low in the area, there is a lack of family-wage jobs and many residents are "under-employed". He said prioritizing land types and values is commendable and strongly supports this idea. He said one of the most common concerns when land is rezoned is the impact on property tax. He said taxes are assessed in Oregon according to use not designation or zoning.

Pat Evenson-Brady, Hood River County School Superintendent said the school district has been looking for five years for suitable buildable land for school development. She said the school district requested the City and County of Hood River to assist us in this effort. She said they are currently looking at a 20-acre parcel in a rural residential area. She said when the application comes before the Commission, she is hopeful that the Commission will find their project is minor in scope.

Michael Lang and Nathan Baker, Friends of the Columbia Gorge provided written testimony (see attachment F) and said the Commission should revisit the rulemaking process for revisions to Urban Area boundaries, adopt a definition for the term "minor revision" and implement the full requirements of the four criteria for approving an urban area revision.

Commissioner Abbe asked about the timeline involved in the Urban Area boundary revision. Kaden provided a summary of the prescribed timeline.

Commissioner Abbe asked if the state, the county or the Commission will bring these proposed Urban Area revision applications forward. He said this issue and the applications are going to involve a large expenditure of public funds. He said an application may not be approved by the Gorge Commission, particularly since 8 out or 12 Commissioners must approve it and is concerned that public funds are not wasted. He asked what the time frame is for such work and asked for a comparison to a Management Plan Amendment application process.

Kaden said the timeline is quite rigorous and defined. She said the process is similar to a Plan Amendment but there is no pre-application phase.

Litwak said there is a question to the Oregon Attorney General’s office to address the question posed as to who brings the application forward but there has not been an answer on this item.

Chair Condit said as someone who has worked on such issues, the Commission may prefer for the Commission to bring the issue forward otherwise the Oregon Land Conservation and Development Commission (LCDC) statutes priority scheme may drive development onto the Scenic Area lands as preferable to development on agricultural land or resource land. He said from an operational standpoint and to preserve public funds, it may be preferable for the Commission to bring the issue forward.

Kaden asked for the Commission's preference on next steps and general direction.

Commissioner Middaugh said he supports informal discussions with local governments and their staff. He asked if the Commission would support a consultant work to address the growth issue.

Chair Condit said he supports a community involvement process using the continuing Future Forum community meetings.

Commissioner Reinig suggested forming a community group to address this issue. She said this group could be formed for a finite period of time and this would allow for a greater variety of people to be involved.

Chair Condit said he believes the Commission needs to form policy concepts before having consultant work on growth issues or any work on rulemaking issues.

Commissioner Davis said she supports the idea of using the continuing Future Forum community meetings and perhaps the Commission's general presentation to community groups could also be used to facilitate this discussion.

Commissioner Loehrke said he believes that the Commission should develop its own policy based on the National Scenic Area Act and not be influenced by trends and current issues.

Commissioner Middaugh said he agrees with the sequencing that Commissioner Loehrke suggested and believes the Commission should develop policy based on the Act and then consider trends and current issues.

Other Business
There was no other business.

Adjourn 3:30 p.m.

Minutes taken by Kathy Obayashi-Bartsch
Minutes approved on 1-16-08

COLUMBIA
RIVER GORGE
COMMISSION

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TO: Columbia River Gorge Commission

FROM: Jennifer Ball Kaden, Planner

DATE: May 28, 2008

SUBJECT: June 10, 2008 Work Session - Urban Area Boundary Revisions

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Action Requested:
1) Discuss Congressional intent regarding urban area boundary revisions with invited speakers.
2) Provide direction on what process to use for interpreting Scenic Area Act criteria for urban areas and related issues (existing tools, revised advisory document, or amended rules).

Agenda: The work session will be divided into four parts:
1) Panel of invited speakers discussing Congressional intent about urban area boundaries and boundary revisions, including Q & A with the Commission;
2) Staff recap of key issues and options for next steps;
3) Public comment; and
4) Commission discussion of next steps/process.

Background: At the December 11, 2007 Commission meeting, Commission and staff held a work session on Urban Area Boundary revisions. Staff provided an overview of the history of Urban Area boundaries, outlined the process for revisions to Urban Area boundaries, and identified related key issues. Public comment was taken and the Commission discussed many issues related to boundary revisions. A copy of the work session minutes is attached for your information. Issues raised at the work session included:

- Defining "minor" revisions;
- Consideration of a prioritization of lands for urbanization;
- Measuring a maximum efficiency of land uses;
- Protection of resources;
- Sub-regional considerations for demonstrating need for boundary expansions; and
- Coordination of boundary revision reviews in Oregon with the Oregon Department of Land Conservation and Development (DLCD).

Since the December work session, staff has done additional research on issues raised at the December work session and talked with numerous government agencies. In the past several months, Commission staff has met with or had conversations about urban area boundaries with the planning directors of all of the Gorge counties, including three jurisdictions considering boundary revisions in the near future. In addition, Commission staff has met with the Director and key staff of the Oregon DLCD to discuss coordination of the review and related issues. In January, the Commission met with leaders of the Confederated Tribes of the Umatilla Indian Reservation and the Confederated Tribes of the Warm Springs to discuss several issues of mutual concern, including urban area boundary

revisions. Also, the Commission hosted 15 Future Forum community meetings this spring at which the topic of urban area boundaries came up many times.

Panel of Invited Speakers – Congressional Intent

At the work session in December, staff provided background about the history of urban area boundaries. As you know, the National Scenic Area Act (NSAA) designated 13 urban areas, created their boundaries, and authorized the Gorge Commission to make minor revisions to those boundaries subject to 4 criteria in Section 4(f) of the Act. There was no formal legislative history in the form of Committee reports that accompanied the Act. Committee reports often provide helpful guidance about Congressional intent of legislation. In the absence of a formal legislative history, Commission staff has met with or talked to several people who were involved with either the drafting of the Act or providing input for Gorge communities at the time the Act was drafted and passed. Several Commissioners expressed a desire to have those conversations directly. To that end, we invited several people involved with the legislation to participate in the work session to provide their recollections of the intent of Section 4(f) of the Act. The speakers will include:

Joe Mentor, former staff counsel to Senator Daniel Evans (WA)
Mike Salsgiver, former staff to Senator Mark Hatfield (OR)
Jeff Breckel, former Director of Oregon & Washington Columbia River Gorge Commissions
Mary Ann Duncan-Cole, City Administrator, City of Stevenson
Steven B. Andersen, former Planning Director, Klickitat County

We've asked each participant to talk for approximately 10 minutes in response to four questions. The panelists were asked to discuss these questions from the perspective of 1986, to the best of their abilities, as opposed to how they think those questions should be addressed today. The questions we asked are:

1. Under Section 4(f) of the Scenic Area Act, the Gorge Commission is authorized to make minor revisions to urban area boundaries. Early drafts of the Act do not include the term "minor." Do you recall when and why it was added to the legislation?

2. The Scenic Area Act designated 13 cities and towns as Urban Areas and it created the boundaries of those Urban Areas. What are your recollections about how the Urban Area boundaries were determined. Was it different for Oregon Urban Areas than Washington Urban Areas?

3. What conversations did you have or do you recollect regarding how or if Urban Areas should expand in the future?

4. The Scenic Area Act authorizes the Gorge Commission to make minor revisions to Urban Area boundaries that meet 4 criteria (also established in the Act). Do you recall the intent for Congressional action on boundary revisions that are not consistent with Section 4(f) of the Act?

After all of the speakers present their recollections, there will be time for Commissioners to ask them questions. The work session will include a comment period for others who wish to speak on the subject.

Key Interpretive and Policy Issues

At the December 2007 Commission work session, staff and the Commission identified several issues that may warrant additional policy direction from the Commission. As you know, the Commission has

two primary tools for reviewing boundary revision applications: Commission Rule 350-40 and an advisory handbook (Urban Areas Boundary Revisions Handbook, 1992) to assist local jurisdictions through the boundary revision process.

In recent years the Gorge has experienced increased, and in some cases, rapid population growth. In Oregon, the urban growth boundaries (UGBs) for The Dalles, Hood River, Cascade Locks, and Mosier, were created in the early 1980s at a size to accommodate approximately 20 years of growth. The urban area (UA) boundaries for those cities generally align with the UGBs. It is not surprising, then, that 22 years after the Act was passed, some Gorge communities are investigating the possibility of revising their UA boundaries to accommodate population and economic growth.

Two issues discussed at the December work session stand out as key issues for how the Commission proceeds on this issue: defining "minor" and establishing a prioritization of lands for urbanization. How the Commission defines "minor" is a fundamental interpretive issue and prioritizing lands for urbanization is a significant policy issue.

Minor: The Act authorizes the Gorge Commission to make minor revisions to urban area boundaries without defining the term "minor." The advisory UA Handbook, which provides an interpretation of many key terms, includes the following definition for "minor revisions":

> *"Minor revisions" are those boundary changes which do not have a significant effect on surrounding lands outside the Urban Area and beyond the immediate area subject to the boundary change or those boundary changes which do not result in a substantial expansion of an Urban Area.*

The UA Handbook definition provides a flexible, two part framework to consider whether a proposed revision is minor. It is important to note that the definition allows for a boundary revision to be considered minor if it meets one of the two parts of the definition – either that it does not have a significant effect on surrounding lands <u>or</u> that it is small in size. With this definition, the determination of whether a boundary revision is minor is made on a case-by-case basis.

Staff has discussed the term "minor" with people involved with the creation of the Act, with local jurisdictions, and with some people previously involved with Scenic Area planning. We've heard varying interpretations of the term ranging from "very small (acreage) adjustments" to "it depends – you need to look at impacts, not size" to "if it meets the four criteria, it's minor". There is concern on the part of some local governments that it is unclear from the outset whether a proposed revision is considered to be "minor". A local government could spend significant time and expense trying to make the case the revision meets the four criteria only to discover it is not considered minor by the Gorge Commission and, thus, not eligible for review under Section 4(f). On the other hand, if "minor" were to be defined by a numeric formula (e.g. a percentage or maximum number of acres), it might be difficult to administer a generic prescriptive definition to 13 different urban areas with different physical (cliffs, rivers), regulatory (GMA, SMA) and ownership (public lands) constraints on surrounding lands.

The definition of "minor" is a threshold issue that may deserve fresh attention because how the term is interpreted will have profound long-term consequences for the Scenic Area.

Prioritization of Lands: Except for Criterion D (a boundary revision should not result in the significant reduction of agricultural lands, forest lands, or open spaces), the Act, Commission Rule 350-40, and the Handbook do not address what lands should first be considered for urbanization. In Oregon, ORS 197.298 establishes a hierarchy of lands to be included in an urban growth boundary (after demonstrating growth needs cannot be accommodated on land already inside the UGB). The

priorities established in ORS 197.298 do not take into account land in the National Scenic Area – the statute is silent on this. In Washington, there is no statutory prioritization of lands for urbanization outside established urban growth areas (UGAs). Currently, the Gorge Commission provides no formal guidance to local governments on possible competing requirements. For example, should a city in Oregon urbanize high value farmland outside the NSA prior to non-agricultural land inside the NSA? Some Commissioners have expressed a desire to consider establishing – by policy or rule – guidance about a prioritization of lands to be urbanized for communities in the Scenic Area.

Other Issues

The following issues also came up in the December 2007 work session. Most of these issues involve how to apply the four criteria of Section 4(f).

Maximum Efficiency of Land Uses: Criterion C requires boundary revisions to demonstrate the revision will result "in maximum efficiency of land uses within and on the fringe of existing Urban Areas". At the December work session, several Commissioners raised the question of whether and how to prescribe density levels in existing Urban Areas.

The UA Handbook guides local governments about information that could be used to demonstrate a boundary revision will be consistent with Criterion C, such as: comparing existing densities with those allowed in a comprehensive plan, developing lands contiguous with existing development, infilling into areas with existing urban services prior to developing lands not yet served, and policies to develop lands inside existing city limits prior to areas outside city limits. The UA Handbook does not suggest specific densities for existing or proposed urban areas.

The prediction of future densities takes into account a number of factors and characteristics, such as estimated future population growth, topography and other physical constraints, historic density trends, demographic trends and the housing needs of those groups, location and role of city (regional center, satellite of a regional center, isolated rural city, etc.), and market trends. In Oregon, other than cities inside the Portland Metro urban growth boundary, Statewide Planning Goal 14 and associated LCDC rules require efficient accommodation of urban land needs within all urban growth boundaries, but do not prescribe specific densities. Similarly in Washington, the Growth Management Act does not prescribe minimum urban densities. In both states, target densities generally are not prescribed; cities make their cases and must justify their proposed residential densities for the expanded urban area.

Protection of Resources: Criterion B requires boundary revisions demonstrate consistency with the purposes and standards of the Act. The purposes and standards of the Act include the protection and enhancement of scenic, cultural, natural, and recreation resources (SNCRs). The UA Handbook further guides local governments to demonstrate the proposed revision would not adversely affect those resources and refers to Management Plan procedures to do that. There is an inherent difficulty in achieving both Management Plan-style protection of resources and achieving maximum efficiency of land uses, particularly with regard to scenic and cultural resources. In December, the Commission discussed this challenge in terms of mechanisms for ensuring protection of resources in an area that becomes part of an Urban Area and outside the Commission's jurisdiction. A "donut hole" approach – urbanizing land around sensitive resources and leaving some lands in the NSA – preserves Commission jurisdiction but may not achieve efficient land use or urban services. Comprehensive plan policies are subject to local enforcement and can be amended without review by the Commission. Local protection ordinances also can be changed over time. Intergovernmental agreements (IGAs) may be a useful tool, but also may be changed by future governments. It is not clear whether conditions of approval could be imposed and how they would be enforced.

Sub-regional Analysis: The Gorge Commission is a regional planning agency, responsible for implementing the Scenic Area Act for portions of six counties in two states. At the time the Act was passed, it appears the boundaries for urban areas were established individually – in general, one UA boundary was not dependent upon or affected by the boundary drawn for another urban area. It does not appear that regional coordination of future urban area growth was contemplated at the time the Act was drafted.

The Scenic Area Act does not prohibit regional consideration of boundary revisions. It also is not clear the Act requires such analysis. The UA Handbook does not address this issue. Staff has discussed with some local jurisdictions consideration of factors such as absorption rates of a nearby urban areas as part of an analysis for demonstrating need and efficient land uses.

Coordination of Reviews (in Oregon): At the December 2007 work session, staff reported that the Oregon Department of Land Conservation and Development had asked the Oregon Attorney General's office whether DLCD should wait until the Gorge Commission determines whether a boundary revision is consistent with the Act before it reviews a corresponding UGB amendment under Oregon law. No formal opinion has been issued. We have received an indication that a review and decision by DLCD could precede a Gorge Commission determination as long as it was contingent upon the Scenic Area decision.

Since December, DLCD and Gorge Commission staffs have continued discussions about coordinating the agencies' reviews. While details have yet to be worked about for review of specific proposals, the two staffs have agreed to coordinate and find efficiencies in the review processes when possible.

Next Steps - Process

The Commission has two primary tools for reviewing proposed urban area boundary revisions: Commission Rule 350-40 and the advisory UA Handbook. Commission Rule 350-40 lays out the four review criteria established in the Act, the required application materials, and the review process and timeline. The UA Handbook includes two primary sections: Part III includes recommended interpretations of key terms and provisions of Section 4(f) and Part IV provides recommendations about information and methodology for demonstrating consistency with the Section 4(f) criteria. For example, to demonstrate the need to accommodate long-range urban population growth (Criterion A), the UA Handbook interprets the term "long-range" and suggests several steps local governments can take to demonstrate the need to accommodate growth.

The purpose of the second portion of this work session is for the Commission to consider whether the existing tools – Commission Rule 350-40 and the UA Handbook – provide adequate direction to local governments and staff for preparing and reviewing boundary revision applications. The Commission has several options about how to proceed so it can best respond to individual applications:

1. **Status Quo – Continue using UA Handbook & Commission Rule 350-40 unchanged**
   Under Option 1, the Commission would not formally change the policy direction or specific rules included in the UA Handbook and Commission Rule 350-40. Staff would continue to advise local governments and analyze boundary revision proposals under existing advisory and regulatory provisions. Because the UA Handbook is advisory, staff could work with state agencies and other entities to update recommended information sources for identifying sensitive resources and to update methodology details such as measuring efficient land uses.
   Pros: Preserves flexibility to apply criteria to unique circumstances; does not add additional time to Commission's process that might cause postponement of some applications.

Cons: May be difficult to provide clear direction to jurisdictions on some newly identified key policy issues (e.g. prioritization); may be difficult to interpret Act in a way that differs from UA Handbook (e.g. what is a "minor" revision).

2. **Advisory Document adopted by Commission - Revise or add to UA Handbook**
Pursuing Option 2 would result in an updated advisory document of some form with no change to Commission Rule 350-40. This option could provide direction on issues not currently included in the UA Handbook (e.g. prioritization of lands) and updated direction on other issues (e.g. definition of minor, efficiency of land uses). Guidance in an advisory document gives a staff and local jurisdictions something against which to measure a proposed boundary revision, while also providing the Commission a greater level of flexibility to interpret issues than rulemaking would.
Pros: Preserves flexibility in applying four criteria; could provide greater clarity and updated direction compared to status quo.
Cons: Provides less certainty of direction for jurisdictions than rulemaking; may take more time than Option 1.

3. **Rulemaking**
Option 3 would involve changing advisory interpretations and methodologies into rules. This option provides a high level of certainty on urban area boundary revision issues. It also is more binding for the Commission in that a decision must follow the rules, but not necessarily an advisory document. The Commission's Rules Committee investigated a similar effort in 2004 and abandoned the effort due, in part, to the difficulty of reaching consensus on more prescriptive methodologies that would apply to all 13 urban areas.
Pros: May provide clearest direction to cities & counties; spells out everything.
Cons: Locks in interpretations and methodologies; lacks flexibility on methodologies that may change over time; likely to be most time intensive option.

4. **Hybrid of Options 1 & 3 – Initiate Rulemaking on two key issues (minor & prioritization); additional policy direction or status quo on others**
Under Option 4, the Commission could initiate rulemaking on two key interpretive and policy issues (minor and prioritization) and either provide additional policy direction or leave as is other issues that may best be addressed in an advisory document. As discussed above, how the Commission interprets the term "minor" is one of the most consequential issues and one that may warrant the certainty provided by rulemaking. Rulemaking on an issue such as prioritization of lands, for example, could provide both policy direction currently lacking in Commission Rule 350-40 and the UA Handbook and provide some certainty to local governments that have to address state and NSA priorities.

On the other hand, questions about methodologies and other interpretations from local jurisdictions have not created the same level of uncertainty. Resources for identifying and assessing SNCRs have evolved and will continue to do so (for example, we now have a "seen areas" layer in our GIS database and natural and cultural resource inventories continue to be updated over time). Methodologies for forecasting population growth also continue to improve. The existing rules and UA Handbook provide the framework and flexibility to use the latest technologies and information when applying the four criteria to specific proposals.

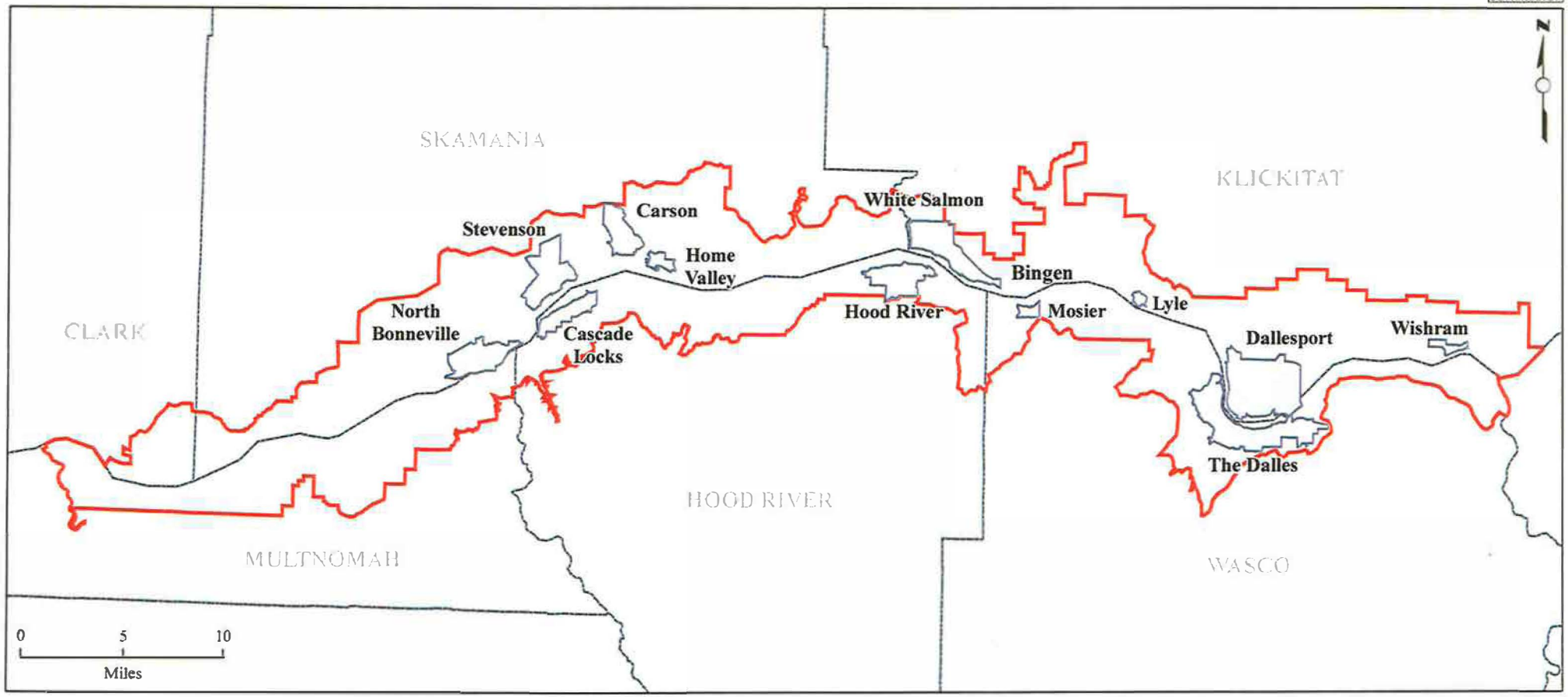
Pros: Provides clear direction to local governments on top priorities (e.g. "minor" and a prioritization of lands); maintains flexibility on methodologies for demonstrating

consistency with four criteria and other issues not easily prescribed by rule (e.g. efficient densities, resource protection, coordinating with DLCD)
Cons: Provides less flexibility than Option 1 or 2; time intensive (but less so than Option 3).

If the Commission desires to initiate rulemaking, revise the UA Handbook, or both, staff could bring additional substantive material and options for new language for Commission discussion and public input at a work session on September 9, 2008. When this work would be completed would depend on the Commission's discussion and on the form it prefers. In general, rulemaking involves publishing notice of the proposed new administrative rules with both Oregon and Washington and conducting a hearing on the rules. If the Commission decides to initiate rulemaking with language reviewed on September 9, then the Commission could hold a public hearing on the proposed rule at its November 2008 meeting. If the Commission adopts rules in November, then the rules would be effective approximately January 1, 2009. If the Commission wishes to develop new or revised advisory materials, staff recommends holding a hearing.

Attachments:
A) Map of Urban Areas in the Columbia River Gorge National Scenic Area
B) Excerpts of Congressional testimony regarding Urban Areas, 1986 (relevant sections highlighted)
C) Excerpt of Commission minutes, 12/11/07

Urban Areas in the Columbia River Gorge National Scenic Area



Disclaimer: The Columbia River Gorge National Scenic Area/ Columbia River Gorge Commission data, information, and maps are provided "as is" without warranty or any representation of accuracy, timeliness or completeness. This informationis intended for general planning purposes and is not intended for site specific planning or analysis. Original data was compiled from various sources. Spatial information may not meet National Map Accuracy Standards. The user acknowledges and accepts all limitations, including the fact that the data, information, and maps are dynamic and in a constant state of maintenance, correction and update.

Calendar No. 850

99TH CONGRESS
2D SESSION

S. 2055

To establish the Columbia Gorge National Scenic Area, and for other purposes.

IN THE SENATE OF THE UNITED STATES

FEBRUARY 6 (legislative day, JANUARY 27), 1986

Mr. EVANS (for himself, Mr. PACKWOOD, Mr. HATFIELD, and Mr. GORTON) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

AUGUST 14 (legislative day, AUGUST 11), 1986

Reported by Mr. MCCLURE, with an amendment

[Strike out all after the enacting clause and insert the part printed in italic]

A BILL

To establish the Columbia Gorge National Scenic Area, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

~~SECTION 1. SHORT TITLE AND TABLE OF CONTENTS.~~

~~This Act may be referred to as the "Columbia Gorge National Scenic Area Act".~~

~~TABLE OF CONTENTS~~

~~Sec. 1. Short title and table of contents.~~
~~Sec. 2. Definitions.~~

ATTACHMENT B

Calendar No. 850

99TH CONGRESS
2D SESSION

S. 2055

A BILL

To establish the Columbia Gorge National Scenic Area, and for other purposes.

AUGUST 14 (legislative day, AUGUST 11), 1986
Reported with an amendment

public inspection in the offices of the Commission and of the Secretary.

(e) URBAN AREAS.—(1) The following cities and towns are hereby designated as "Urban Areas": Cascade Locks, Hood River, Mosier, and The Dalles, Oregon; and Bingen, Carson, Dallesport, Home Valley, Lyle, North Bonneville, Stevenson, White Salmon, and Wishram, Washington.

(2) The boundaries of Urban Areas shall be generally depicted on the map entitled, "Urban Areas, Columbia Gorge National Scenic Area", numbered 04E2 sheets 1 through 11, and dated August 1986, which shall be on file and available for public inspection in the offices of the Commission and of the Secretary. The boundaries of Urban Areas designated in this subsection may be revised pursuant to the provisions of this section.

(f) REVISION OF URBAN AREA BOUNDARIES.—(1) Upon application of a county, the Commission may revise the boundaries of any Urban Area identified in section 4(e) of this Act. A majority vote of the members appointed from each State shall be required to approve any revision of Urban Area boundaries.

(2) The Commission may revise the boundaries of an Urban Area only if it finds that—

(A) a demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the management plan;

(B) revision of Urban Area boundaries would be consistent with the standards established in section 6 and the purposes of this Act;

(C) revision of Urban Area boundaries would result in maximum efficiency of land uses within and on the fringe of existing Urban Areas; and

(D) revision of Urban Area boundaries would not result in the significant reduction of agricultural lands, forest lands, or Natural Areas.

SEC. 5. THE COLUMBIA GORGE COMMISSION.

(a) ESTABLISHMENT AND MEMBERSHIP OF THE COMMISSION.—(1) To achieve the purposes of this Act and to facilitate cooperation among the States of Oregon and Washington, and with the United States of America, the consent of Congress is given for an agreement described in this section pursuant to which, within one year after the date of enactment of this Act—

(A) there shall be established a regional agency known as the Columbia Gorge Commission. The Commission shall carry out its functions and responsibilities in accordance with the provisions of this Act, and, except as otherwise provided in section 5(c) in this Act,

eleine Island, which includes substantial State and private ownership, are ›t included.

A 2½-mile-long sand spit, Long Island contains unique shorebird habitat. Two endangered bird species, the piping plover and the common tern, call the island their home as do 25 other bird species.

Long Island's waters contain historic shipwrecks and two scenic lighthouses perch on her shores.

Inclusion of Long Island in the lakeshore will protect these precious resources and allow sound management by the National Park Service.

The bill enjoys widespread support in Wisconsin and representatives of the Nature Conservancy, Sierra Club, Sigurd Olson Institute, Wilderness Society, State of Wisconsin and National Audubon Society all testified on its behalf in House or Senate hearings.

I thank the members of the Energy and Natural Resources Committee for their support of this effort to preserve one of Wisconsin's natural treasures.

The PRESIDING OFFICER. The bill is before the Senate and open to amendment. If there be no amendment to be proposed, the question is on the engrossment and third reading of the bill.

The bill was ordered to be engrossed for a third reading, was read the third time, and passed.

EP SEABED HARD MINERALS RESOURCES ACT AUTHORIZATION

The bill (H.R. 4212) to provide for the reauthorization of the Deep Seabed Hard Mineral Resources Act, and for other purposes, was considered, ordered to a third reading, read the third time, and passed.

Mr. DOLE. Mr. President, I move to reconsider the vote by which the various bills and joint resolutions were passed.

Mr. BYRD. I move to lay that motion on the table.

The motion to lay on the table was agreed to.

ACCESS ACROSS CERTAIN FEDERAL LANDS IN THE STATE OF ARKANSAS

Mr. DOLE. Mr. President, I ask unanimous consent that the Senate turn to the consideration of Calendar Order No. 936, S. 767, dealing with Federal land access.

The PRESIDING OFFICER. Without objection, it is so ordered.

The clerk will report.

The assistant legislative clerk read as follows:

A bill (S. 767) to direct the Secretary of the Interior to permit access across certain ›deral lands in the State of Arkansas, and other purposes.

There being no objection, the Senate proceeded to the consideration of the bill.

AMENDMENT NO. 3259

Mr. BUMPERS. Mr. President, I send an amendment to the desk, and ask for its immediate consideration.

The PRESIDING OFFICER. The clerk will report.

The assistant legislative clerk read as follows:

The Senator from Arkansas [Mr. BUMPERS] proposes an amendment numbered 3259.

Mr. BUMPERS. Mr. President, I ask unanimous consent that further reading of the amendment be dispensed with.

The PRESIDING OFFICER. Without objection, it is so ordered.

The amendment is as follows:

On page 2, after line 9, insert the following new subsection: (d)(1) The owners of the private residential property identified in subsection (c) shall pay an annual fee to the Secretary of the Interior for the access provided pursuant to this Act.

(2) Any fee collected shall be fair and reasonable and shall be in an amount necessary to cover the administrative costs associated with granting of such access, including the issuance of annual permits: *Provided* that in no event shall the fee collected pursuant to this subsection exceed $100 per annum.

Mr. BUMPERS. Mr. President, this was an amendment that was agreed to in the committee and drafted after the committee passed the bill out.

Mr. DOLE. Mr. President, we have no objection to the amendment.

Senator McCLURE, as I understand it, has approved the amendment.

The PRESIDING OFFICER. Is there further debate on the amendment? If not, the question is on agreeing to the amendment of the Senator from Arkansas.

The amendment (No. 3259) was agreed to.

The PRESIDING OFFICER. The bill is open to further amendment. If there be no further amendment to be proposed, the question is on the engrossment and the third reading of the bill.

The bill was ordered to be engrossed for a third reading and was read the third time.

The PRESIDING OFFICER. The bill having been read the third time, the question is, Shall it pass?

So the bill (S. 767), as amended, was passed as follows:

S. 767

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That (a) Notwithstanding any other provision of law, the Secretary of the Interior shall permit access across the Buffalo National River (hereinafter referred to as "the park") to certain privately owned lands outside the park boundary along a route known locally as the "Old Springtown Road" as depicted on a map entitled "Old Springtown Road Access", dated March 1985, and available for inspection in the Office of the Superintendent, Buffalo National River.

(b) The Secretary shall permit such access across the park solely for the purpose of providing to the owners (as of March 1, 1985) reasonable ingress and egress to the private residential property depicted on the map referenced in subsection (a).

(c) The Secretary shall promulgate such regulations as he deems necessary to ensure that such access does not unreasonably diminish the scenic, historic, and other values for which the park was established.

(d)(1) The owners of the private residential property identified in subsection (a) shall pay an annual fee to the Secretary of the Interior for the access provided pursuant to this Act.

(2) Any fee collected shall be fair and reasonable and shall be in an amount necessary to cover the administrative costs associated with granting of such access, including the issuance of annual permits: *Provided,* That in no event shall the fee collected pursuant to this subsection exceed $100 per annum.

Mr. DOLE. Mr. President, I move to reconsider the vote by which the bill as amended, was passed.

Mr. BUMPERS. I move to lay that motion on the table.

The motion to lay on the table was agreed to.

□ 1430

THE COLUMBIA GORGE NATIONAL SCENIC AREA

The PRESIDING OFFICER. The Senator from Oregon.

Mr. HATFIELD. Mr. President, I ask unanimous consent that the Senate now turn to the consideration of Calendar No. 850, S. 2055, the Columbia Gorge National Scenic Area bill.

Mr. BYRD. Mr. President, reserving the right to object, and I shall not object, it is my understanding there will only be one amendment.

Mr. HATFIELD. The Senator is correct. If this unanimous-consent request is agreed to, I will send to the desk under unanimous consent a committee amendment as a substitute.

The PRESIDING OFFICER. Is there objection?

Mr. BYRD. Mr. President, I remove my reservation.

The PRESIDING OFFICER. The clerk will report.

The assistant legislative clerk read as follows:

A bill (S. 2055) to establish the Columbia Gorge National Scenic Area, and for other purposes.

The PRESIDING OFFICER. Without objection, the Senate will proceed to its immediate consideration.

The Senate proceeded to consider the bill which had been reported by the Committee on Energy and Natural Resources, with an amendment in the nature of a substitute.

Mr. HATFIELD. Mr. President, I ask unanimous consent to withdraw the committee-reported substitute.

The PRESIDING OFFICER. Without objection, it is so ordered.

AMENDMENT NO. 3260

Mr. HATFIELD. Mr. President, I send to the desk an amendment on behalf of Senators EVANS, MCCLURE, and myself, in the nature of a substitute.

The PRESIDING OFFICER. The clerk will report.

The assistant legislative clerk read as follows:

The Senator from Oregon [Mr. HATFIELD], for himself, Mr. EVANS, and Mr. MCCLURE, proposes an amendment numbered 3260.

Mr. HATFIELD. Mr. President, I ask unanimous consent that further reading of the amendment be dispensed with.

The PRESIDING OFFICER. Without objection, it is so ordered.

The amendment is as follows:

Strike out all after the enacting clause and insert the following in lieu thereof:

"SECTION 1. SHORT TITLE AND TABLE OF CONTENTS.

This Act may be referred to as the "Columbia River Gorge National Scenic Area Act."

TABLE OF CONTENTS

Sec. 1. Short title and table of contents.
Sec. 2. Definitions.
Sec. 3. Purposes.
Sec. 4. Establishment of the Scenic Area.
Sec. 5. The Columbia River Gorge Commission.
Sec. 6. The Scenic Area Management Plan.
Sec. 7. Administration of the Scenic Area.
Sec. 8. Administration of the Special Management Areas.
Sec. 9. Land Acquisitions.
Sec. 10. Interim Management.
Sec. 11. Economic Development.
Sec. 12. Old Columbia River Highway.
Sec. 13. Tributary Rivers and Streams.
Sec. 14. Implementation Measures.
Sec. 15. Enforcement.
Sec. 16. Authorization of Appropriations.
Sec. 17. Savings Provisions.
Sec. 18. Severability.

SEC. 2. DEFINITIONS.

As used in this Act, the term—

(a) "adversely affect" or "adversely affecting" means, except as used in section 15; a reasonable likelihood of more than moderate adverse consequences for the scenic, cultural, recreation or natural resources of the Scenic Area, the determination of which is based on—

(1) the context of a proposed action;

(2) the intensity of a proposed action, including the magnitude and duration of an impact and the likelihood of its occurrence;

(3) the relationship between a proposed action and other similar actions which are individually insignificant but which may have cumulatively significant impacts; and

(4) proven mitigation measures which the proponent of an action will implement as part of the proposal to reduce otherwise significant affects to an insignificant level.

(b) "agricultural lands" means lands designated as agricultural lands pursuant to section 6 of this Act.

(c) "Commission" means the Columbia River Gorge Commission established pursuant to section 5 of this Act.

(d) "Counties" means Hood River, Multnomah, and Wasco Counties, Oregon; and Clark, Klickitat, and Skamania Counties, Washington.

(e) "Dodson/Warrendale Special Purchase Unit" means the Dodson/Warrendale Special Purchase Unit established pursuant to section 4 of this Act.

(f) "Forest lands" means lands designated as forest lands pursuant to section 6 of this Act.

(g) "Indian tribes" means the Nez Perce Tribe, the Confederated Tribes and Bands of the Yakima Indian Nation, the Confederated Tribes of the Warm Springs of Oregon, and the Confederated Tribes of the Umatilla Indian Reservation.

(h) "interim guidelines" means any interim guidelines developed by the Secretary pursuant to section 10 of this Act, and any amendment, revision, or variance.

(i) "Land use ordinance" or "ordinance" means any ordinance adopted by a county or by the Commission pursuant to this Act, and includes any amendment to, revision of, or variance from such ordinance.

(j) "major development actions" means any of the following:

(1) subdivisions, partitions and short plat proposals;

(2) permits for siting or construction outside Urban Areas of multi-family residential, industrial or commercial facilities, except the upgrade of existing electric transmission facilities and such facilities as are included in the recreation assessment;

(3) the exploration, development and production of mineral resources unless such exploration, development or production can be conducted without disturbing the surface of any land within the boundaries of a special management area or is for sand, gravel and crushed rock used for the construction, maintenance or reconstruction of roads within the special management areas used for the production of forest products; and

(4) permits for siting or construction within a special management area of any residence or other related major structure on any parcel of land less than forty acres in size.

(k) "Management Plan" means the Scenic Area Management Plan adopted pursuant to section 6 of this Act.

(l) "Open Spaces" means unimproved lands not designated as agricultural lands or forest lands pursuant to section 6 of this Act and designated as open space pursuant to section 6 of this Act. Open spaces include—

(1) scenic, cultural, and historic areas;

(2) fish and wildlife habitat;

(3) lands which support plant species that are endemic to the Scenic Area or which are listed as rare, threatened or endangered species pursuant to State or Federal Endangered Species Acts;

(4) ecologically and scientifically significant natural areas;

(5) outstanding scenic views and sites;

(6) water areas and wetlands

(7) archaeological sites, Indian burial grounds and village sites, historic trails and roads and other areas which are culturally or historically significant;

(8) potential and existing recreation resources; and

(9) federal and state wild, scenic, and recreation waterways.

(m) "recreation assessment" means the recreation assessment adopted pursuant to section 6 of this Act.

(n) "residential development" means the permitting for siting or construction of any residence or other related major structure.

(o) "Scenic Areas" means the Columbia River Gorge National Scenic Area established pursuant to section 4 of this Act.

(p) "Secretary" means the Secretary of Agriculture.

(q) "Special Management Areas" means areas within the Scenic Area established pursuant to section 4 of this Act.

(r) "States" means the States of Oregon and Washington.

(s) "Urban Areas" means those areas within the Scenic Area identified as urban areas on the map referred to in section 4(e) of this Act or within the boundaries of an Urban Area as revised pursuant to section 4(f).

SEC 3. PURPOSES.

The purposes of this Act are—

(a) to establish a national scenic area to protect and enhance the scenic, cultural, recreation and natural resources of the Columbia River Gorge; and

(b) to protect and enhance the economy of the Columbia River Gorge by recognizing compatible historic economic pursuits such as agriculture and forestry and by encouraging future economic development to occur in existing urban areas.

SEC. 4. ESTABLISHMENT OF THE SCENIC AREA.

(a) NATIONAL SCENIC AREAS.—(1) there is hereby established the Columbia River Gorge National Scenic Area.

(2) The boundaries of the Scenic Area shall be generally depicted on the map entitled "Boundary Map, Columbia River Gorge National Scenic Area," numbered NSA-001 sheets 1 and 2, and dated September 1986, which shall be on file and available for public inspection in the offices of the Commission and of the Chief, Forest Service.

(b) SPECIAL MANAGEMENT AREAS.—(1) The following areas within the boundaries of the Scenic Area are hereby designated "Special Management Areas": Gates of the Columbia River Gorge; Wind Management; Burdoin Mountain; and Rowena.

(2) The boundaries of the Special Management Areas designated in this section—

(A) shall be generally depicted on the map entitled "Special Management Areas, Columbia River Gorge National Scenic Area", numbered SMA-002 sheets 1 through 17, and dated September 1986, which shall be on file and available for public inspection in the offices of the Commission and of the Chief, Forest Service; and

(B) shall include all islands within the boudaries of the Scenic Area.

(c) REVISION OF SPECIAL MANAGEMENT AREA BOUNDARIES.—The Secretary, in consultation with the Commission, may make minor revisions in the boundaries of Special Management Areas after publication of notice to that effect in the Federal Register and submission of notice thereof to the Committee on Energy and Natural Resources of the United States Senate and the Committees on Agriculture and Interior and Insular Affairs of the United States House of Representatives. Such notice shall be published and submitted at least sixty days before the revision is made. Notice of final action regarding such revision shall also be published in the Federal Register.

(D) DODSON WARRENDALE SPECIAL PURCHASE UNIT.—(1) There is hereby established the Dobson/Warrendale Special Purchase Unit.

(2) The boundaries of the Dodson/Warrendale Special Purchase Unit shall be generally depicted on the map entitled "Dodson/Warrendale Special Purchase Unit, Columbia River Gorge National Scenic Area", numbered SPU-003 sheet 1, and dated September 1986, which shall be on file and available for public inspection in

the offices of the Commission and of the Chief, Forest Service.

(e) URBAN AREAS.—(1) The following cities and towns are hereby designated as "Urban Areas": Cascade Locks, Hood River, Mosier; and The Dalles, Oregon; and Bingen, Carson, Dallesport, Home Valley, Lyle, North Bonneville, Stevenson, White Salmon, and Wishram, Washington.

(2) The boundaries of Urban Areas shall be generally depicted on the map entitled, "Urban Areas, Columbia River Gorge National Scenic Area", numbered UA-004 sheets 1 through 11, and dated September 1986, which shall be on file and available for public inspection in the offices of the Commission and of the Chief, Forest Service. The boundaries of Urban Areas designated in this subsection may be revised pursuant to the provisions of this section.

(f) REVISION OF URBAN AREA BOUNDARIES.—(1) Upon application of a county and in consultation with the Secretary, the Commission may make minor revisions to the boundaries of any Urban Area identified in subsection 4(e) of this section. A majority vote of two-thirds of the members of the Commission, including a majority of the members appointed from each State, shall be required to approve any revision of Urban Area boundaries.

(2) The Commission may revise the boundaries of an Urban Area only if it finds that—

(A) a demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the management plan;

(B) revision of Urban Area boundaries would be consistent with the standards established in section 6 and the purposes of this Act;

(C) revision of Urban Area boundaries would result in maximum efficiency of land uses within and on the fringe of existing Urban Areas; and

(D) revision of Urban Area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces.

SEC. 5. THE COLUMBIA RIVER GORGE COMMISSION.

(a) ESTABLISHMENT AND MEMBERSHIP OF THE COMMISSION.—(1) To achieve the purposes of this Act and to facilitate cooperation among the States of Oregon and Washington, and with the United States of America, the consent of Congress is given for an agreement described in this Act pursuant to which, within one year after the date of enactment of this Act—

(A) the States of Oregon and Washington shall establish by way of an interstate agreement a regional agency known as the Columbia River Gorge Commission. The Commission shall carry out its functions and responsibilities in accordance with the provisions of this Act and shall not be considered an agency or instrumentality of the United States for the purpose of any Federal law;

(B) the States of Oregon and Washington shall provide to the Commission and the counties under State law the authority to carry out their respective functions and responsibilities in accordance with the provisions of this Act through incorporation as State law by specific reference the provisions of this Act; and

(C) the States of Oregon and Washington shall appoint members of the Commission as provided in clauses (I) through (III), subject to applicable State law: *Provided*, That the Governor of either State may extend the time for appointment of Commission members ninety days to provide more time for the States and counties to make such appointments. Membership of the Commission shall be as follows:

(i) six members, comprised of one resident from each of the following counties: Hood River, Multnomah, and Wasco Counties, Oregon, and Clark, Klickitat, and Skamania Counties, Washington, to be appointed by the governing body of each of the respective counties: *Provided*, That in the event the governing body of a county fails to make such appointment, the Governor of the State in which the county is located shall appoint such member;

(ii) three members who reside in the State of Oregon, to be appointed by the Governor of Oregon;

(iii) three members who reside in the State of Washington, to be appointed by the Governor of Washington; and

(iv) one ex officio, nonvoting member who shall be an employee of the Forest Service, to be appointed by the Secretary.

(2) The agreement shall take effect and the Commission may exercise its authorities pursuant to the agreement upon the appointment of four initial members from each State, subject to applicable State law, and the date of such an agreement shall be the date of establishment of the Commission. Such agreement is hereby consented to by the Congress.

(3) Either State or any county may fill any vacancy occurring prior to the expiration of the term of any member originally appointed by that State or county. Each member appointed to the Commission shall serve a term of four years, except that, with respect to members initially appointed pursuant to paragraph (1)(C)(i), each Governor shall designate one member to serve for a term of five years and one to serve for a term of six years, and one member from each State initially appointed pursuant to paragraph (1)(C)(ii) and (iii) shall be designated by the Governor to serve a term of five years, and one to serve a term of six years. Neither the Governors nor the governing bodies of any of the counties may appoint Federal, State, or local elected or appointed officials to the Commission.

(4) A majority of the members of the Commission shall constitute a quorum. The members of the Commission shall select from among themselves a Chairman by majority vote of the members appointed from each state.

(5) Except for the ex-officio member appointed pursuant to paragraph (1)(C)(iv), the members and officers and employees of the Commission shall not be officers or employees of the United States for any purpose. The Commission shall appoint, fix compensation for, and assign and delegate duties to such officers and employees as the Commission deems necessary to fulfill its functions under this Act. The compensation of Commission members shall be fixed by State law. The compensation of Commission members, officers, and employees and the expenses of the Commission shall be paid from funds provided to the Commission by the State.

(b) APPLICABLE LAW.—For the purposes of providing a uniform system of laws, which, in addition to this Act, are applicable to the Commission, the Commission shall adopt regulations relating to administrative procedure, the making of contracts, conflicts-of-interest, financial disclosure, open meetings of the Commission, advisory committees, and disclosure of information consistent with the more restrictive statutory provisions of either State. Regulations applicable to financial disclosure under this subsection shall be applied to members of the Commission without regard to the duration of their service on the Commission or the amount of compensation received for such service. No contract, obligation, or other action of the Commission shall be an obligation of the United States or an obligation secured by the full faith and credit of the United States.

(c) ASSISTANCE TO THE COMMISSION.—Upon the request of the Commission, the Secretary and other Federal agencies are authorized to provide information, personnel, property, and services on a reimbursable basis, and the Secretary is authorized to provide technical assistance on a nonreimbursable basis, to the Commission to assist it in carrying out its functions and responsibilities pursuant to this Act.

(d) ADVISORY COMMITTEES.—The Commission shall establish voluntary technical and citizen advisory committees to assist the Commission in carrying out its functions and responsibilities pursuant to this Act.

SEC. 6. THE SCENIC AREA MANAGEMENT PLAN.

(a) STUDIES.—Within one year after the date the Commission is established, it shall, in cooperation with the Secretary, complete the following studies for use in preparing the management plan:

(1) RESOURCE INVENTORY.—The Commission shall complete a resource inventory. The resource inventory shall—

(A) document all existing land uses, natural features and limitations, scenic, natural, cultural, archaeological and recreation and economic resources and activities: *Provided*, That the location of any Indian burial grounds, village sites, and other areas of archaeological or religious significance shall not be made public information and such information shall be used for administrative purposes only; and

(B) incorporate without change the resource inventory developed by the Secretary pursuant to section 8 of this Act for the Special Management Areas.

(2) ECONOMIC OPPORTUNITY STUDY.—The Commission shall complete a study to identify opportunities to enhance the economies of communities in the Scenic Area in a manner consistent with the purposes of this Act.

(3) RECREATION ASSESSMENT.—The Commission shall complete an assessment of recreation resources and opportunities for enhancement of these resources. The recreation assessment shall—

(A) designate the location and specify the construction of an interpretive center or other appropriate facility, to be located in the State or Oregon, and of a conference center or other appropriate facility, to be located in the State of Washington;

(B) identify areas within the scenic area that are suitable for other public use facilities, including but not limited to educational and interpretive facilities, campsites, picnic areas, boat launch facilities and river access areas; and

(C) subject to the treaty and other rights of Indian tribes, designate areas to provide increased access for recreation purposes to the Columbia River and its tributaries; and

(D) incorporate without change the recreation assessment developed by the Secretary pursuant to section 8 of this Act for the Special Management Areas;

(b) LAND USE DESIGNATIONS.—Within two years after the Commission is established, it shall develop land use designations for the

71-059 O-87-41 (Pt. 20)

S. Hrg. 99-939

COLUMBIA GORGE NATIONAL SCENIC AREA ACT

HEARING

BEFORE THE

SUBCOMMITTEE ON PUBLIC LANDS, RESERVED WATER AND RESOURCE CONSERVATION

OF THE

COMMITTEE ON
ENERGY AND NATURAL RESOURCES
UNITED STATES SENATE

NINETY-NINTH CONGRESS

SECOND SESSION

ON

S. 2055

A BILL TO ESTABLISH THE COLUMBIA GORGE NATIONAL SCENIC AREA AND FOR OTHER PURPOSES

JUNE 17, 1986

Printed for the use of the
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STATEMENT OF BOOTH GARDNER, GOVERNOR
STATE OF WASHINGTON

TO THE
SENATE COMMITTEE ON ENERGY NATURAL RESOURCES

JUNE 17, 1986
WASHINGTON, D.C.

Presented by Mr. David L. McCraney, Assistant to the Governor

Mr. Chairman and Members of the Committee.

Thank you for providing me the opportunity to present Governor Gardner's statement in support of legislation creating the Columbia Gorge National Scenic Area.

The Columbia River Gorge and its tributary rivers are a nationally significant resource that has been entrusted to us for protection. The gorge is a unique and complex area that boasts outstanding natural, scenic, recreation and cultural wonders; helps meet local, regional, national and worldwide transportation, energy, forest products and agricultural needs and offers thousands of people the unique opportunity to live and work within its grandeur.

It is our responsibility to manage the gorge wisely, so its vast and varied resources will be available for the enjoyment and use of present and future generations.

The debate over how we can best preserve the gorge, protect the interests of area residents and help revitalize the region's depressed economy has gone on for years. Exactly one year ago, the participants in a series of Senate sponsored workshops held in the gorge were shown copies of gorge protection legislation that had been introduced in Congress in 1916, seventy years ago.

Despite the long debate we have not resolved the gorge management issue and, protection of the natural, human and recreation resources of the Columbia River Gorge remains one of the most important issues facing the Northwest.

Over the past year, the Oregon and Washington Congressional delegations have worked long and hard, through a sometimes difficult process to craft a sound, fair legislative agreement to resolve the complex issues surrounding the Columbia River Gorge. The framework for such an agreement is at hand within the legislation being considered by the committee today. The time to complete the details of that framework and enact sound gorge legislation has arrived. Let's not become the generation of leaders that failed to grasp this critical opportunity.

If legislation does not pass, everyone will lose. Resources will be further degraded by the inevitable forces of incremental development, the depressed condition of local economies will continue and people's lives will be clouded by the uncertainties of how or whether gorge legislation will impact their day-to-day existence. I urge you to make creation of the Columbia Gorge National Scenic Area an urgent legislative priority for the remainder of this Congress.

There are a number of critical elements that need to be included or refined before the job of creating the Columbia Gorge National Scenic Area is complete. I will touch only briefly on these points and provide additional written comments and suggestions for your further consideration.

Planning: There should be a single, coordinated, comprehensive and comprehensible management plan for the area.

Rivers: The key Washington tributaries of the Columbia that flow through the gorge need protection.

Interim Management and Enforcement: The resources of the gorge need to be protected between the passage of legislation, completion of the planning process and implementation of long-term management mechanisms. The enforcement of standards and regulations designed to manage and protect gorge resources should not be discretionary. Federal, state and local agencies should manage their programs and activities in a manner consistent with the purposes of the National Scenic Area.

Economic Development: Natural and scenic resources protection coupled with appropriate economic assistance mechanisms, can be a tremendous economic development tool. Economic activities, consistent with the special values of the gorge, should be encouraged in developed areas.

Funding: The National Scenic Area should be funded at the full level of 40 million dollars. The state of Washington requests that an amount not to ~~exceed~~ $468,000 be authorized and appropriated for the acquisition of the critical 230 acre Doetsch Ranch property adjacent to Beacon Rock State Park. The state is committed to providing an equal amount of money to provide access and appropriate park developments at the site.

Because so much of the burden for the success of this effort rests with state and local entities, it will be important to make resources available by providing adequate, long-term funding through the Land and Water Conservation Fund.

Urban Areas: Urban areas are an important element of the overall gorge landscape. Mechanisms should be developed to help urban developments proceed in a manner that is compatible with the overall values of the national scenic area.

There remain a number of complex, controversial and emotional issues surrounding the future of the Columbia River Gorge. The resolution of these issues will require further dedication, continued cooperation and hard work.

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Governor Gardner remains committed to working with you to succeed in the essential effort to secure timely passage of this legislation that is so essential to the effort to protect the unique natural, economic and community values of the Columbia River Gorge.

I thank you for your thoughtful consideration of these comments.

000253

PROPOSED COLUMBIA RIVER GORGE NATIONAL SCENIC AREA LEGISLATION

Oregon and Washington Columbia River Gorge Commissions
May 22, 1986

I. INTRODUCTION

This report represents the findings and recommendations of the Oregon and Washington Columbia River Gorge Commissions. It addresses the provisions of S.2055 (H.R.4161 in the House) and H.R.4221, a modified version of S.2055. The bills were reviewed against the standards contained in the Commissions' "Position Paper on Gorge Legislation" published in November 1983 and revised in February 1986.

The Gorge Commissions were created by the state legislatures of Oregon and Washington in the 1950s to oversee the preservation and enhancement of the scenic, natural and cultural values of the Columbia River Gorge. The volunteer citizen boards maintain a joint office and staff in Stevenson, Wash.

II. MANAGEMENT STRUCTURE

While differing in a number of aspects, S.2055 and H.R.4221 both propose the use of a "two-tiered" management structure. Management responsibilities for the Gorge would be divided between the Secretary of Agriculture and a 12-member bi-state commission. The Secretary, working through the U.S. Forest Service, would be responsible for the planning and managing of four Special Management Areas (SMAs) encompassing approximately 108,000 acres. In concept, the SMAs contain the most critical, sensitive or important lands in terms of scenic, natural, cultural and recreational values.

In managing the SMAs, the Secretary would be authorized to acquire land, both in fee and less than fee. The Secretary would also be authorized to develop mandatory land use standards for non-federal lands in the SMAs, and to oversee the implementation of those standards by local governments.

The bi-state commission under both bills would be responsible for planning for and managing all other lands within the scenic area, excluding designated urban areas. This would encompass about 141,000 acres. The bi-state commission would have no authority to acquire land. It would be responsible for developing mandatory land use standards to be implemented by local goverments outside of SMAs.

While this two-tiered approach does not rely solely on a regional commission as recommended by the Commissions' position paper, the Commissions think it provides the basis for a workable management structure. It provides for the direct participation of national, state and local interests. It recognizes the capability of the Secretary to plan for and protect the region's most sensitive and critical lands. It also incorporates the strength of a regional commission to meld state and local interests into an effective protection strategy for the remainder of the Gorge. Moreover, it provides the framework for integrating these two management entities into a single management structure.

Finally, the commission structure proposed is consistent with the Gorge Commissions' policy that such a body must be a citizens board. Representatives would be appointed by the six Gorge counties and the two state governors. Federal, state and local elected officials would not be eligible for appointment.

Yet, while the Commissions believe that the two-tiered management approach is workable, they noted a number of instances where the management structure could be strengthened, clarified and streamlined. Most important in this regard is the division of responsibility for overseeing non-federal lands within the National Scenic Area. Both S.2055 and H.R.4221 divide this responsibility between the Secretary and the bi-state commission on a geographic basis. The Secretary is responsible for developing mandatory land use standards for non-federal lands within SMAs. The bi-state commission has this responsibility for non-federal lands in the remainder of the scenic area, excluding the urban areas.

This division of responsibility makes planning for and managing of non-federal lands overly complex and cumbersome. The Commissions recommend that the bi-state commission be vested with the responsibility for developing the land use standards for all non-federal lands, regardless of their location. In carrying out this responsibility in the SMAs, the bi-state commission must work in close consultation with the Secretary to ensure that the unique values in these areas receive the special consideration they warrant. Land use standards for non-federal lands in the SMAs should be done with the concurrence of the Secretary and should not conflict with or detract from the plans for acquisition and management of federal lands.

The Commissions believe that this consolidation of responsibility for non-federal lands offers several important advantages over the divided approach. First, it would eliminate direct federal control over non-federal land. Second, it would allow the development of a single comprehensive set of land use designations and standards. Finally, it would simplify administrative procedures by allowing local jurisdictions to deal with a single entity in preparing and implementing land use controls.

III. BOUNDARIES

A. National Scenic Area

In general, the proposed scenic area boundaries are consistent with the viewshed concept discussed in the Commissions' position paper. Specifically, they appear to include all lands visible from Interstate-84 and the historic Columbia River Highway in Oregon, Washington State Route 14, and the Columbia River.

One notable exception, however, is the extension of the scenic area boundary nearly 11 miles up the Klickitat River. In keeping with the policy setforth in their position paper, the Commissions recommend that this boundary be revised to include only that portion of the Klickitat River falling within the Gorge viewshed. The Commissions further recommend that the larger Gorge tributaries, including the Klickitat, be authorized for study under the federal Wild and Scenic Rivers Act.

Finally, in keeping with their position paper, the Commissions recommend that the eastern scenic area boundary in Washington be extended to include

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the grounds of Maryhill Museum.

B. Special Management Areas

The Commissions agree with the concept of identifying the most critical and sensitive lands within the Gorge and including them in SMAs. They did not review the SMAs in detail to determine their adequacy, however.

The Commissions recommend that legislation provide the means for adjusting SMA boundaries as part of the planning process. While current information allows for the general mapping of SMAs, these boundaries should be revised after enactment as more detailed evaluations of the region's resources are completed. These revisions should not change the total net SMA acreage established at the time of enactment.

H.R.4221 includes the existing communities of Dodson, Warrendale and Bridal Veil within the Gates of the Gorge SMA. The Commissions believe that it is inappropriate to include established communities within a SMA and recommend that this provision be deleted. The communities should be under bi-state commission management as provided for in S.2055. The Secretary should be able to purchase lands in Warrendale and Dodson in accordance with the adopted recreation composite plan for the Mt. Hood National Forest, however.

Finally, the Commissions recommend that all islands within the Gorge, except for Bradford, Cascade and Memaloose, be designated SMAs. These islands are unique scenic features in the Gorge and represent important and sensitive riparian and wildlife habitat.

C. Urban Areas

The Commissions are concerned that no standard criteria were used for establishing urban area boundaries. Such criteria are essential to help ensure consistency and equity in setting urban area boundaries. Urban areas should include those lands physically committed to the range and intensity of land uses normally associated with cities and towns, plus adjacent lands needed and suitable for accommodating reasonable expansion of those uses. While most of the designated urban areas fit this general criteria, the Stevenson, Carson and Dallesport urban areas appear to be exceptions. These areas seem to contain a large number of acres which are neither physically committed to nor needed for urban uses.

The Commissions are not particularly concerned with the Carson urban area, since it falls outside the Gorge viewshed. They recommend, however, that the Stevenson and Dallesport urban areas be reviewed based on current use and anticipated growth, and that the boundaries be revised if it is found that lands included exceed projected growth needs.

Finally, the Commissions question the provisions of S.2055 and H.R.4221 relating to urban areas. As noted in the position paper, the cities and towns are integral elements of the Gorge landscape. In addition to being economic and population centers, they contribute significantly to the region's overall character. While it would be clearly inappropriate to impose the same standards on urban and rural areas, it would also be inappropriate to ignore urban areas based on their high visbility.

Provisions for urban areas should not prohibit or unduly interfere with normal urban activities or land uses. They should be directed toward helping urban areas to be more attractive places to live, work and visit. They should allow urban areas to maintain their own unique identity and character.

The Commissions believe that the best way to achieve these purposes is through planning and financial assistance, rather than through imposing regulatory standards. To this end, the Commissions recommend that S.2055 and H.R.4221 include the following provisions:

1. The bi-state commission should be authorized to review and comment on major comprehensive land use plan and ordinance revisions, and on major development proposals. Such comments should be advisory in nature.

2. The bi-state commission should be authorized, upon request, to provide technical and financial assistance to urban areas for the development of enhancement programs.

3. The bi-state commission should establish general design standards for projects funded by the economic development provisions of the act.

IV. INTERIM MANAGEMENT

Passage of either S.2055 or H.R.4221 will initiate a lengthy process of preparing a long-term management plan for the Gorge. To avoid damaging or inappropriate land use actions prior to the completion of the management plan, both bills provide for interim management. The Secretary would be responsible for developing interim guidelines for the SMAs and approving all new residential development in those areas. The bi-state commission would be responsible for developing interim guidelines for lands outside of SMAs, again excepting urban areas, and for approving major development actions. Major development actions are defined as subdivisions, multifamily housing, and commercial and industrial facilities. H.R.4221 differs from S.2055 in that it prohibits the approval of any development permits in SMAs while the Secretary is preparing interim guidelines.

The Commissions believe that the scope of the proposed interim measures is too narrow. Confined to approval of new residential development in the SMAs and subdivisions, multifamily housing, and commercial and industrial facilities in the bi-state commission-managed areas, these controls are insufficient to address the broad range of land use actions which could be expected to occur in the interim period. The scope of interim management should be expanded to include all land use and resource development actions within the SMAs and bi-state commission-managed areas. Further, the Commissions recommend that the Secretary be responsible for interim management of all SMA lands until the bi-state commission adopts interim standards for the SMAs which are acceptable to the Secretary.

Finally, the Commissions take exception to the H.R.4221 provision which would establish a total moratorium on all land use actions within the SMAs while interim standards are being developed. A moratorium on selected major land use and resource management actions may be appropriate, but approval of minor actions which would not affect scenic, natural or cultural values should be permitted.

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POSITION PAPER ON GORGE LEGISLATION

Oregon and Washington
Columbia River Gorge Commissions

February 1986

This position paper is a compilation and explanation of those key elements and principles which we believe must be embodied in any Gorge management legislation.

I. OBJECTIVES

The primary and ultimate objective of Gorge management legislation must be the protection, conservation and enhancement of scenic, natural and cultural values for public use, education and enjoyment.

In developing the mechanism to achieve this objective, legislation must recognize the nature and character of this special place and the forces that have shaped it.

--It must recognize the Gorge as a single, indivisible unit.

--It must recognize that resource management and land use decisions in the Gorge have historically been made by a myriad of public agencies whose jurisdictions and responsibilities often overlap and conflict. It must recognize the need for a single management structure with the authority and resources to establish and implement broad regional policies and directives...a management structure capable of ensuring the protection of the region's unique values by melding local, state and national interests.

--In addition to the diversity of the area's scenic and natural values, it must recognize economic uses of the Gorge and its resources, including transportation, electrical power generation, timber, agriculture, recreation, cities and unincorporated communities.

--It must recognize that protection of scenic and natural values need not necessarily preclude historical uses of the Gorge. It must employ measures which will accomplish protection and conservation objectives while maintaining, to the maximum extent possible, an individual's capability to utilize land and its natural resources. Homes and farms must be preserved as long as the character of these uses is not significantly changed.

--It must provide for the active participation of the public.

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II. MANAGEMENT STRUCTURE

Current management of the Gorge and its resources is fragmented and provincial. Resource management and land use decisions are made by nearly 50 local, state and federal government entities. Often jurisdictions and responsibilities overlap and conflict. Protection of scenic, natural and cultural values too often falls victim to other organizational objectives, competing interests and legal mandates. No single agency has the interest, authority or resources necessary to ensure coordinated regional protection of the area's unique values.

Judicious management of the Gorge dictates the need for a single management structure with the resources and authority necessary to establish and implement regional policies and directives.

The management structure must provide for the full and equal participation of all interests, national, state and local. No one level of government should dominate the management of the Gorge and its resources. The structure best suited to meet this need is the regional commission capable of impartially hearing and weighing input from all interested parties. A coordinated management plan embracing federal and non-federal lands should govern commission oversight.

The commission must be a citizens board. Its members must have an interest in the purposes of the act. They should be as free as possible from any entanglements or interests with existing management agencies or organizations. To appoint federal, state and local agency representatives or local elected officials would serve only to perpetuate the conflicts and rivalries inherent in the multiplicity of Gorge management agencies.

To ensure continuity in operations and familiarity with the Gorge, the commission should be of a reasonable size, allowing it to meet frequently and expeditiously.

III. BOUNDARIES

While several boundary options for the perimeter of the Gorge have been proposed, all have been generally based on a "viewshed" concept. In theory, they have included all lands visible from Interstate 84, the historic Columbia River Highway, Washington State Route 14 and the Columbia River. The western boundary of the Gorge has been defined in state law as the Sandy River in Oregon and the west end of Reed Island in Washington. The eastern boundary has been set at the Deschutes River in Oregon and the east end of Miller Island in Washington.

It has been proposed that the boundaries be extended to include portions of the larger Gorge tributary rivers outside of the viewshed area. While such extension would serve important other purposes, initial legislation should be confined to the management of the Gorge proper as defined by the viewshed concept. Legislation should authorize separate studies of the tributaries under the provisions of the federal Wild and Scenic River program. The eastern Gorge boundary

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in Washington, however, should be extended to include the grounds of Maryhill Museum, an important historic and cultural site traditionally associated with the Gorge.

One boundary issue which has garnered the most attention is whether incorporated cities should be excluded from any Gorge management area. The incorporated cities and special use areas are an integral part of the Gorge and contribute to the region's character. While it may be politically expedient to exempt cities, such an exemption fails to recognize the contribution or impact of urban areas on the region's character and overall integrity.

Granted, cities and even unincorporated communities are not pristine or undisturbed areas. They should not be judged by the same standards as the open and rural areas of the Gorge, but they should not be exempted. Legislation should recognize the urban nature of the cities and provide specific standards which are tailored to such urban qualities.

IV. INTERIM MANAGEMENT

Passage of any of the Gorge legislative proposals aired to date would initiate the process of developing a long-term regional management plan. Formulation of this plan, including data collection and evaluation, preparation and public hearings, will be a time consuming task, estimated to last from 30 to 36 months.

During this interim, poorly-planned or ill-conceived land use and resource management decisions could result in irreversible land use patterns which seriously damage the region's scenic and natural values and jeopardize the effectiveness of any long-term planning effort. Interim management guidelines are essential to avoid such problems and to provide a stable environment for long-term planning. Development and implementation of interim guidelines should be given a high priority. Legislation should clearly delineate the land and resource uses to be covered, the objectives of such standards and a schedule for their development and implementation.

To allow the management entity to focus on preparation of a long-term management plan, implementation of interim guidelines should be accomplished by existing regulatory agencies with the management entity in an oversight role. The 1982 Columbia Gorge Commissions' "Resource Management Plan" should be used as a basis for developing interim guidelines.

Finally, a moratorium should be placed on major development actions in unincorporated areas while the interim guidelines are being developed. Such a moratorium should be flexible, however, allowing review of land use proposals and approval of those considered consistent with the purposes of the legislation.

V. THE MANAGEMENT PLAN

The management plan is the key element in a regional management program. It must translate the general objectives and purposes of the

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Senator HATFIELD. Thank you, Commissioner.
Judge Hulse.

STATEMENT OF WILLIAM L. HULSE, WASCO COUNTY JUDGE, THE DALLES, OR

Judge HULSE. Thank you, Senator.

My name is William Hulse. I am actually chairman of the County Commission in Wasco County. I hasten to add right now, as you will see in the packet there are other letters, letters from other people in district 9 and district 12. I also submitted a letter from a private citizen that I did not have time to get into the packet.

Senator HATFIELD. We will include those in the record.

Judge HULSE. I will hasten to add that the testimony that you have before you, and that I will highlight, is a unanimous feeling of our county court. It might not be unanimous of all the people in the county, but as you know in politics that is an absolute impossibility. So I will just highlight some of the things.

On the summary page I have some seven things that are related to in the previous written material. One of them is that we feel in Wasco County it is absolutely essential that there be an economic impact statement. There are just lots of things in Wasco County—land values and such as that—that I feel that it could hurt if there was too much restriction put in any one bill. I think this should be spelled out, what this might do to the private citizen and to the county in relation to their taxes, because there is some 8 percent excluding the incorporated cities, there is some 8 percent of our total value included in this 38-mile area of this proposed scenic area.

If you included the value within the incorporated cities, it would be well over half of the value of Wasco County included in this area.

We want to make sure that it does not financially hurt the budgets of local governments. One thing, we want to make sure that it does not restrict the economic growth of the area and create more unemployment. We are very protective of our industry in the area, both in the towns and in the areas that are not in the incorporated cities.

As has been mentioned, there is windsurfing, there is forestry, and a very, very important thing in Wasco County is the protection of our cherry orchards, our agriculture that is along that area. That is very important, and those are in the shaded area within the view on the map that you have over here on our left.

Another thing that we feel that should be in it is financing for an interpretive center. We feel that this would be a very poor piece of legislation to put the whole thing through with the restrictions and such and not give the area the benefit of an interpretive center. We feel that if this is not included in the original legislation, it might well not be later on. It might be harder to get later on than it is now.

We feel that there should be adequate money in the bill, and I think the figure of some $40 million has been addressed, for the purchase of land. We are not in favor of too much purchase of land,

but we are very much in favor of an adequate amount of money for economic development.

I know I have hurried through this. I have hit just some of the highlights, but everything that I have touched on is in the written material.

Thank you very much for your time.

[The prepared statement of Judge Hulse follows:]

WASCO COUNTY'S TESTIMONY TO THE

SENATE SUBCOMMITTEE ON

PUBLIC LANDS, RESERVED WATER AND RESOURCE CONSERVATION

RELATING TO SENATE BILL 2055

TESTIMONY GIVEN BY:

William L. Hulse
WASCO COUNTY JUDGE
The Dalles, Oregon 97058

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Correspondence from Wasco County School District No. 12 Board of Directors.

Thank you Mr. Chairman and members of this Committee for this opportunity to speak to you on this NATIONALLY SIGNIFICANT, and LOCALLY CRITICAL issue. My name is William L. Hulse, I am the Judge of the Wasco County Court, which is the governing body of Wasco County, Oregon, of which some 38 miles adjacent to the Columbia River is included in the Gorge Legislation. Speaking on behalf of the governing body, I would first make it very clear that we understand that we live in an area which has some of the most awesome natural beauty anywhere in the United States and we are concerned that it not be destroyed forever by short-sighted interest.

We have, as a County, established many years ago, special land use policies and development regulations on land uses in the gorge. These apply to uses ranging from dwellings to excavation, and we recently improved upon those regulations. So we have clearly demonstrated our intent to protect the Columbia Gorge from degradation of its scenic qualities.

We are now faced with the possibility that Federal Legislation will be created which will impact our County and the communities in which we live. Lets protect property rights, human rights, or just plain rights of people. I wish it were possible to have no Legislation at all, but if there is to be Legislation then I would ask that Legislation be written to not only protect the environment in which we live but also our living in that environment.

FIRST: We do not want Legislation which doesn't compensate local governments for the additional loss in tax revenue. I have asked many

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times that an economic impact study be done. With the volume of dollars and the amount of land that is designated for possible purchase, it is imperative that the local governments know how these purchases will effect property values. Local governments of course include the County, and three school districts. Wasco County has a value of $40,000,000.00 in the proposed Gorge National Scenic Area. Also, Legislation that would limit the use of property would effect the value of that property for tax purposes, thus reducing or removing the available property tax for local governments budgets entirely. We are again asking for this study. With (Graham - Rudman), and the elimination of Federal Revenue Sharing, it is very difficult to continue to raise property taxes to pay for basic local services. This year along we, in Wasco County, have realized a $400,000.00 reduction in revenues which is a major portion of our County budget. This loss in revenue has to be made up by property taxpayers. Removing taxable property hurts local government even more. Local governments must be compensated for any loss in tax revenues due to Federal land purchases or regulation.

SECOND: We do not want Legislation which will forever restrict Cities and all of the gorge area from growing economically. Many of the Counties in the gorge have been experiencing the highest unemployment rates, for both Oregon and Washington, for several years and rate high on the national scale of unemployment. Restricting economic growth by not allowing for planned development in the area would be a tragedy for our citizens and their families and would further hurt the economics of our States and of this Nation. Communities must have the ability to expand their existing urban areas. The Legislation must also acknowledge, which it very

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obviously does not do now, the INDUSTRIAL USES both historically and for the future.

THIRD: We do not want Legislation which costs local governments money to implement. Federal Legislation should bring with it sufficient funds to pay the costs. The proposed legislation indicates that local government will be expected to pick up part of the cost of implementation - This must be changed. Local governments are already stretched beyond what they are able to do by requirements imposed by the Federal Government.

FOURTH: We do not want Legislation which establishes a Regulatory Commission which does not have a majority of local people. There must be a higher percentage of the members appointed by the County governments. One approach is to have each County appoint one person for a total of 6, which is the existing language; then each County would provide a list of people from which the Governors of each State would choose 3 more, for a total of 6; and finally have a City representative from each State appointed by the Governors for a total of 2, making the Commission membership total 14 altogether. This Commission should have the authority to formulate the rules and regulations to, as nearly as possible, coincide with the majority of the Counties present land use plans. They should draw the map, if needed, not Congress. In other words, lets work from the bottom up, not the top down.

FIFTH: We do not want Legislation which does not equally and fairly apply criteria for those areas which will be included or exempted from the scenic areas. There is a major portion of land behind The Dalles in Wasco

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County which is all orchard land, which has been included in the scenic area but is not visible. These non-visible orchards must be removed from the scenic area just like they were in Hood River County behind the City of Hood River. Also, the Community of Rowena in Wasco County should be exempt as other similar communities in Washington and Oregon have been. The major criticism I have with the maps is the unequal treatment given to areas throughout the entire gorge. Additionally, there should be no purchase of commercial agricultural land and all normal agricultural practices should be exempt from regulation. This would ensure protection of our agricultural economy.

SIXTH: We do not want Legislation which creates a National Scenic Area but does not provide a means by which visitors can learn about the gorge or find out about what they can do after getting there. I have been in contact with a number of Senators about providing language in this Legislation which would provide for the construction of a major Columbia Gorge Interpretive Center. Each of the Senator's Offices has a copy of our proposal which describes the specifics. If this proposal is not included with this Legislation, it may be years, if at all, that this, much needed, visitor facility would be built. If we are going to encourage visitors, then lets provide the basic facilities for their needs.

LAST: We do not want Legislation with no appropriation. But If the government is proposing land purchases, which we strongly oppose, it should be adequately financed. Also, money for economic development should be included. With the financial problems that are facing the government, I cannot imagine them taking on this horrendous obligation. The government

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can't afford a Gorge Bill. If you are going to pass Scenic Area Legislation then you must provide the funding to carry it out in full. Local governments cannot and will not foot the bill.

In summary, this legislation needs to be changed so that:

1. It does require an economic impact study.

2. It does not financially hurt, the budgets of local governments.

3. It does not restrict the economic growth of the area and create more unemployment.

4. It does not remove most, or all, of local control.

5. It does not treat one area differently from other areas.

6. It does provide for visitor facilities.

7. It does provide funding to carry out the legislation in full, without additional costs to local governments.

Thank you for this opportunity to speak today before this Committee.

Senator HATFIELD. Thank you, Judge. Thank you very much.
Mr. Walker.

STATEMENT OF DANA E. WALKER, GENERAL MANAGER, PORT OF CASCADE LOCKS, CASCADE LOCKS, OR

Mr. WALKER. Thank you very much for allowing me this opportunity to be here today.

Senator HATFIELD. We are happy to have you.

Mr. WALKER. The Port of Cascade Locks, I am the general manager there, is located in Cascade Locks, OR. The Port Authority District is approximately 800 persons living within it. It covers approximately 300 square miles that extends from the Columbia River south to and including sections of Mount Hood, Oregon's highest mountain.

We are the home of the national historic site of the original locks in the Columbia Gorge completed in 1896. Our park houses the original steam locomotive that our Governor mentioned in his testimony. We take great pride in preserving history with the port.

The enactment of this bill to create a Columbia River Gorge National Scenic Area has been and is very much a current discussion item for the five elected port commissioners that I am testifying for here today.

The unknown is our message today. The unknown is always something that mankind has objected to or set as a taboo in this culture. Why? Probably fear. This statement is what our port district has heard from the people that reside in our district: fear of the unknown.

This bill has many unknowns. We feel that the paramount unknown is: What is the need for the legislation? Our State, county, city, and port district have worked extremely hard since 1978 to adopt our current land use plans, some of the most strict plans in the whole Nation, and our community was the first in the State to finalize these plans. Please review these plans and you will be impressed.

The next important issue, or unknown, of this bill is the economic impact. We feel that this study must be completed prior to the enactment of the bill, and by permitting our residents to give input, analyze, and discuss this study with you this would answer some very big, big unknowns.

The makeup of the proposed commission is the third unknown I want to talk about. Again, the fear of who will sit on this commission, what standards they will be appointed by, and the fear that their governing attitude will be different than our existing land use plans is a great unknown.

Urban growth boundaries is another unknown. Are they set properly? We sincerely hope so. As you know, the port districts are an economic element, and we are concerned about this.

The last one that we want to talk about is budgets. The future of the Federal budget availability for dollars to be used by the Development Corp. is an unknown. Also, the Secretary's budget for operating the proposed acquired lands is a very big unknown. We see existing Forest Service operated facilities in our district not being

maintained or operated on a consistent basis. Does more responsibility to the Forest Service mean less dollars for each project?

In conclusion, the Port of Cascade Locks requests that this committee review our statements, and foremost, complete an economic impact statement with local input prior to enactment of the bill.

Thank you very much.

[The prepared statement of Mr. Walker follows:]

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TESTIMONY - SENATE SUBCOMMITTEE
COLUMBIA GORGE NATIONAL SCENIC AREA

Port of Cascade Locks
Cascade Locks, OR
Dana E. Walker, General Manager

The Port of Cascade Locks is located in Cascade Locks, OR. Our Port authority district has approximately 800 persons, several thousand deer and elk, some bear, cougar and a potpourri of racoon, squirrels and chipmunks and other animal residents. The district covers approximately 300 square miles that extends from the Columbia River south to and including sections of Mt. Hood, Oregon's highest mountain.

The enactment of these bills to create the Columbia Gorge National Scenic Area has been and is very much a current discussion item for the five elected Port Commissioners that I am testifying for today.

The unknown is always something that mankind has objected to or set as a taboo in this culture. Why! Probably fear. This statement is what our Port district has heard from the people that reside in our district. Fear of the unknown.

This bill has many unknowns! We feel that the paramount unknown is; what is the need for this legislation? We know that this is a special place in our country and it is our home, so we love and protect it. Our state, county, city and Port district have worked extremely hard since 1978 to adopt our current land use plans, some of the most strict plans in the nation and our community was first in the state to finalize these plans. Please review our plans and you will find that better control is in existance than what this bill will enact.

The next important unknown of these bills is the economic impact. We feel that this study must be completed prior to the enactment. By permitting our residents to give input, analyze and discuss this study with you, would answer a BIG BIG unknown. Tax base is one of the economic concerns to our residents. By taking private ownership land from the Oregon tax roles and placing it

under Federal control, we calculate that the remaining private owned land will have to assume the costs of operating our county which is a ready being forced to cut services due to budget deficits. Again, fear of the unknown of the future drives our residents to object to this bill. Do the economic impact statement, study it and it will address these fears.

The makeup of the proposed "Commission" is the third unknown. Again the fear of who will sit on this commission, what standards they will be appointed by and the fear that their governing attitude will be different than our existing land use plans. Why can't this commission be elected by the people, this election process has been a successful means of representation for many years. The commission needs to be responsible to "the people" not to a person! Just a minor note, the commission makeup is 3 local, 3 at large from each state, one of the locals could live in downtown Portland, Oregon, approximately 45 miles from the heart of the Gorge, and a metropolitan area.

Urban growth boundaries is another unknown. Are they set properly? Some criticism has been that local jurisdictions are not capable of managing the gorge but yet these boundaries were set approximately eight years ago for our community by these people and are being used in this bill. Under our local rules, they can be changed on review, this bill makes it very tough to change them. We hope they are accurate for the future.

Another unknown is the future Federal budget availability for dollars to be used by the "Development Corporation". Also the "Secretary's" budget for operating the proposed acquired lands is an unknown. We see existing forest service operated facilities in our district not being maintained or operated on a consistent basis. Does more responsibility mean less dollars for each project! Several questions that have come up in reading the legislation. How does this legislation address Port jurisdictions and land mass boundaries? How does this legislation address recreational facilities such as tramways? These issues are very dear to our Port district and are unknowns! Again a fear and a result that is non-supportive of your efforts, an economic impact statement could address this.

Senator EVANS. Thank you.
Verne Veysey.

STATEMENT OF VERN VEYSEY, CHAIRMAN, BOARD OF COMMISSIONERS, CLARK COUNTY, WA

Mr. VEYSEY. Thank you, Senator.

My name is Vern Veysey. I am the chairman of the board of commissioners for Clark County, a long time resident of that county, and was a member of the task force of the State of Washington that attempted to come up with some bistate legislation. That particular effort failed and that is the reason I am here today.

In determining the proper role for the Federal Government, our board of commissioners believes there is only one central issue here, and that is: Is the Columbia River Gorge worthy of national recognition and preservation? Which governmental jurisdiction is in the best position to protect and manage the area? Our board believes the gorge clearly deserves national recognition and that the Federal Government can best provide the needed management authority.

There are some that would argue that Federal protection is not needed and that local governments can do the job.

There are six counties, two States, and 50 different entities, and they have separate jurisdiction in different parts of the gorge. They have not been able to agree on a plan, and, frankly, they never will. Only the Federal Government has the jurisdiction over the entire region and can bring about a unified plan. This fact, plus the national significance of the gorge, leaves one option for preservation, and that of course is the Federal option.

Some would argue that the Federal protection of the gorge will have a negative impact on local government, and that the protection would. We disagree with that. We believe that this protection would actually increase and have a very positive impact on local government.

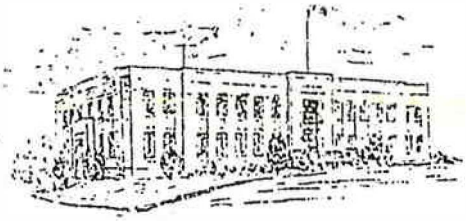
The land proposed for the inclusion is mostly rural. To provide services to that area is much more costly than to the urban areas. The value of the adjacent properties and a result of this action will increase because people will want to live next to areas that are preserved for our future generations.

We also believe there will be strong economic, positive economic impact from the standpoint it will attract tourism to the area. And it is this kind of development, this kind of economy, that we think is important to put into the gorge.

There is an economy of scale in servicing the urban areas, and the urban area that has been set aside in the proposed bill is sufficient to service that area for some time to come.

The scenic area being preserved will provide a tremendous economic impact for the community. I think it was mentioned earlier that you cannot eat the view, but you can certainly sell it, and we think that will work very well in the gorge.

We support well-defined management standards. We support the bill that is before us. We very much appreciate the efforts that you,



MEETINGS EVERY MONDAY

KLICKITAT COUNTY COMMISSIONERS
[illegible] Columbus, Room 101
G[illegible], Washington 98620

June 9, 1986

TO: Subcommittee on Public Lands and Reserved Water of the Senate Energy and Natural Resources Committee

RE: S. 2055; Proposed Columbia Gorge National Scenic Area Act
Public Hearing of June 17, 1986

This testimony is respectfully submitted in opposition to the above referenced bill. The basis for our opposition is that the bill is not needed; that the Columbia Gorge can be managed locally; that Klickitat County is currently administering and actively enforcing a zoning ordinance which contains a zoning district entitled "Gorge Protection District" which has been in force since November of 1981 and which has protected the scenic qualities of the Gorge in Klickitat County while assisting achievement of a viable balance between economic growth and environmental protection.

GORGE PROTECTION ZONING IN KLICKITAT COUNTY

For nearly five (5) years Klickitat County has administered a local zoning ordinance containing a "Gorge Protection" district for purposes of protecting the scenic qualities of the Columbia River Gorge which has been used as a model in adopting similar ordinances in other gorge counties and could be used as the basis for a regional management approach to protect the entire Gorge from unsightly and uncontrolled development.

Essentially, the zone prohibits certain types of activities considered incompatible with maintaining scenic quality and allows other types of development with certain restrictions designed to maintain the natural character of the area. This is administered as an overlay zone, which means that provisions of the gorge protection district are applied in addition to those of the regular zoning within the area. (A summary of the zone is attached.)

The county has received accolades for this innovative and responsible approach and has unquestionably demonstrated that local zoning does work as a viable tool in protecting a scenic resource. For this reason, it is understandable that Klickitat County has steadfastly maintained that federal control of the Gorge is unnecessary; that land use control in the Gorge can and should be the responsibility of local government.

S. 2055
Page 5

8. URBAN AREAS MUST BE TOTALLY EXEMPT: Presently, S. 2055 exempts lands within Klickitat County that are within and adjacent to existing communities that are zoned for urban types of uses. It is vital that the existing communities have the freedom to grow and prosper without "compatibility" standards to inhibit them. Any argument made to control urban areas under such standards should be summarily rejected. Communities need to be able to maintain and develop individual character. Compatibility with the purposes of the Act in this case is completely inappropriate and should not be an issue simply because of the differences in function between the urban environment and the rural environment. They should be considered mutually exclusive.

9. AGRICULTURAL PRACTICES NEED TO BE EXEMPT FROM MANAGEMENT PROVISIONS: Section 17 exempts forest practices from the Act. There is nothing, however, to guarantee that agricultural practices will not be regulated. An additional subsection should be included under this section providing that nothing in the Act shall be construed to affect or modify commercial agricultural practices. A corresponding definition for "agricultural practice" should also be included to prevent such activities as food processing and livestock feed lots from being considered agricultural practices. Inclusion of the exemption would assure that, for example, such activities as the conversion of grazing land to cropland and orchards would be permitted and unregulated. This would prevent the commission from developing policy which would prohibit such conversions. It would also assure that agricultural practitioners would have a free and unencumbered right to use the latest techniques and measures to maximize yields.

10. THE ENTIRE DALLESPORT PENINSULA TO BE EXEMPT: Given the anticipated detrimental impact that the NSA will have on the attraction and expansion of industry in the Gorge, it is vital that the entire Dallesport Peninsula be designated an exempt area. It is recommended that the Peninsula be considered all land shown on the attached map. This would encompass all of the lands in the Dallesport and Murdock area south of a line established generally 1/4 mile north of SR 14. This would provide for industrial, commercial and residential growth of the only large expanse of ground found in the entire Gorge which is topographically suited for large scale industrial activities. This peninsula is unique to the Gorge in this respect, and it should be recognized and protected for its development potential, not encumbered by a multitude of regulations and prohibitions which would prevent its potential from being realized. Additionally, the peninsula is unique in that almost all of the land proposed for exemption is not visible from I-84 or the Columbia River due to is low relief, setting only a few feet above the elevation of the river.

11. EXPAND PURPOSES OF THE ACT BEYOND RECOGNIZING ONLY HISTORIC ECONOMIC PURSUITS: "Historic" economic pursuits have given Klickitat and the other Mid-Columbia Gorge counties the highest unemployment rate in the Pacific Northwest. The minimum wage jobs of tourism which the bill promotes offers little chance of remedy. Governor Gardner's Team Washington program is designed to diversify and modernize industrial investment in the state; and this should be recognized in the bill. Emphasis should be placed upon diversified light industry as well as tourism.

CLOSING

Thank you very much for providing us this opportunity to be heard. We hope you find the comments to be constructive. We urge you to consider the merits of local control of land use decision making in the Columbia Gorge and to reflect on how successful Klickitat County has demonstrated this approach. If legislation is what is ultimately decided, make it authorizing legislation for a bi-state commission of local members with the authority to mandate local ordinances to be in compliance with an overall management plan for an NSA developed by such a commission. If sufficient funds are provided for the administration and implementation of such a program, the local governments of the Gorge could continue to provide for scenic protection of the area while maintaining the economic well-being of its residents as well as assuring adequate accommodations for the increase in tourists that an NSA would bring. Multi-millions of dollars need not be spent, and most importantly, the destiny of the Gorge would remain in the hands of those of us who live in the area; those of us who have the largest stake in seeing that the Gorge is protected.

Respectfully submitted,

Fred Holly, Chairman

Glenn M. Claussen, Member

Daryl C. Spalding, Member

Constituting the Board of Commissioners of Klickitat County, WA

Steven B. Andersen
Planning Director

Senator EVANS. Thank you very much.

In each case, let me just reiterate that the full statement of each witness will be included in the record.

Mr. Callahan.

STATEMENT OF ED CALLAHAN, SKAMANIA COUNTY COMMISSIONER, STEVENSON, WA

Mr. CALLAHAN. Thank you, Senator.

I would like to start out by saying that I do not support any Federal legislation for management of the Columbia River Gorge. The local people have demonstrated the capability and willingness to provide good management for the Gorge, and should be allowed to continue to do so. Land use controls exist in all Gorge counties. Both Klickitat and Skamania Counties have Gorge overlay zone provisions in their zoning ordinance that provide additional restrictions for areas within the Gorge to prevent incompatible uses. I believe that this is a reasonable approach to Gorge management. Local management can work to protect culture, scenic, and natural resources. Local governments can and should have the responsibility for local land control in the Gorge.

If, however, management legislation is to be enacted against the wishes of the local people, certain modifications and comments on the bill must be considered.

The boundaries. The existing boundaries set forth in Washington and Oregon statutes remain as an official boundary of any Gorge management area. These are entirely adequate in their scope and do not need to be expanded. The Klickitat River and any other tributary to the Columbia River should also not be included as part of the management area. The proposed additions to the existing boundaries far exceed the guidelines of what can be seen from the Columbia River, State 14, or Interstate 84. These boundaries would unfairly subject such lands to scenic area and special management area regulations.

I am going to jump around in my testimony because of the three lightbulbs up there.

The urban areas, all existing communities should be established as urban areas. Section 4(c) designates all the incorporated towns and some of the unincorporated communities in the Gorge as urban areas. Some of the unincorporated communities, including Home Valley in Skamania County that have similar characteristics to designate unincorporated communities have been excluded from the urban area designation.

Despite requests to congressional staffs involved with this bill, no one has been able to provide me with the criteria used for the designation or the decision of which unincorporated communities to include as urban areas it has been nothing less than arbitrary. Home Valley already has an industrial, residential, and commercial use, and the Home Valley area also is an important source of rock for the timber mills, roadbuilding, and other economic uses. Mapping for zoning has been completed and approved by the Planning Commission following the 1985 passage of the zoning ordinance.

Home Valley should be designated as an urban area, and local zoning does work as a viable tool for protecting the scenic resources of the Gorge.

Land acquisition provides a three-year limitation for the completion of land exchanged but does not set any such time limits for the purchase of acquisition of rights of the non-Federal lands in the special management area. The citizens of the Gorge have been in limbo for over five years regarding the issue of Gorge management. We cannot continue to put people's lives on hold. Over 81 percent of Skamania County is already in public ownership, and I ask the question, how much is enough. A three-year liquidation should also exist for the government to purchase or acquire rights to non-Federal land. Beyond that date, land acquisition should be limited only to willing seller and willing buyer transactions.

Whoops. I am glad it is all going to be part of the official record.

Senator EVANS. All right.

Mr. CALLAHAN. Thank you.

[The prepared statement of Mr. Callahan follows:]

Skamania County
Board of Commissioners

COURTHOUSE
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Stevenson, Washington 98648

(509) 427-5141, Ext. 200

Dist. 1 - William V. Benson
Dist. 2 - H. J. "Van" Vandenberg
Dist 3 - Ed Callahan

TESTIMONY OF ED CALLAHAN, SKAMANIA COUNTY COMMISSIONER
SKAMANIA COUNTY, WASHINGTON
for the
SUBCOMMITTEE ON PUBLIC LANDS, RESERVED WATER
AND RESOURCE CONSERVATION
on S.2055
JUNE 17, 1986

I do not support any federal legislation for management of the Columbia River Gorge. The local people have demonstrated the capability and willingness to provide good management for the Gorge and should be allowed to continue to do so. Land use controls exist in all Gorge counties. Both Klickitat and Skamania Counties have Gorge Overlay Zone provisions in their zoning ordinances that provide additional restrictions for areas within the Gorge to prevent incompatible uses. I believe that this is a responsible approach to Gorge management. Local management can work to protect cultural, scenic and natural resources. Local governments can and should have the responsibility for land use control in the Gorge.

If, however, management legislation is to be enacted against the wishes of the local people, certain modifications and comments on the bill must be considered.

BOUNDARIES

The existing boundaries set forth in Washington and Oregon statutes should remain as the official boundaries of any Gorge management area. These are entirely adequate in their scope and do not need to be expanded. The Klickitat River, and any other tributary to the Columbia River, should also not be included as part of the management area. The proposed additions to the existing boundaries far exceed the guidelines of what can be seen from the Columbia River, State Road 14 and Interstate 84. These boundaries would unfairly subject some lands to scenic area and special management area regulations.

COLUMBIA GORGE COMMISSION

The eligibility for membership on the Commission proposed in Section 5(C)(3) should be modified to 1) allow local and elected appointed officials to serve on Commission and 2)require that the Governor's appointments to the Commission be residents of Gorge counties. These changes would assure direct representation of the residents of Gorge counties on the Commission, localize the Commission, and assure that voting members are residents of the Gorge counties that will be impacted by the decisions made.

URBAN AREAS

All existing communities need to be established as urban areas. Section 4(C) designates all the incorporated towns and some of the unincorporated communities in the Gorge as urban areas. Some unincorporated communities, including Home Valley in Skamania County, that have similar characteristics to the designated unincorporated communities have been excluded from the urban area designation. Despite requests to Congressional staffs involved with this bill, no one has been able to provide me with the criteria used for designation. The decision of which unincorporated communities to include as urban areas has been nothing less than arbitrary.

Home Valley already has industrial, residential, and commercial uses. The Home Valley area also is an important source of rock for timber mills, road building and other economic uses. Mapping for zoning has been completed and approved by the Planning Commission, following the 1985 passage of a zoning ordinance text for Skamania County. Home Valley should be designated an urban area. Local zoning does work as a viable tool for protecting the scenic resources of the Gorge.

Existing communities and urban areas need to have definite boundaries that provide for reasonable growth and that incorporate the existing functions of the communities. Once the boundary has been determined for the urban area, only local land use controls should be applicable. I am appalled at the idea of the Forest Service doing local land use planning. The Forest Service should continue doing its job of managing the forests and not become involved in non-federal land use issues and regulations. The urban areas, including all existing communities, should be totally exempt from the regulations established for the scenic area and special management area lands. However, the proposed commission might be allowed to review proposed land use management provisions for urban areas.

MAINTENANCE OF TAX BASE

The potential long-term impact of this legislation on the Gorge must be considered. Prior to the enactment of any legislation, it is imperative that Gorge counties know how they will sustain their tax bases and tax revenues if and when timber lands and

SYNOPSIS OF COLUMBIA RIVER GORGE NATIONAL SCENIC AREA BILLS

Senate Bill (S.2055/H.R.4161) and AuCoin/Bonker Bill (H.R.4221)
[With major proposed Conservationists' Amendments in brackets.]

SECTION 1. SHORT TITLE AND TABLE OF CONTENTS: Refers to this legislation as the "Columbia Gorge National Scenic Area Act."

SECTION 2. DEFINITIONS: Defines various terms used in bill.

SECTION 3. FINDINGS AND PURPOSES: Findings: describes Gorge; notes great natural, recreational, historic, and economic importance; stresses that rights of local residents must be protected; says that Old Scenic Highway needs to be preserved and restored; states that Gorge is threatened because of fragmented management, so a federal-state-local partnership is needed. Purposes: states that Act is to protect scenic, natural, recreational, and historic resources; declares that the economy of the Gorge is to be protected and enhanced; says public use is to be encouraged; and states that a partnership is to be formed and a comprehensive plan written.

SECTION 4. ESTABLISHMENT OF THE SCENIC AREA: Establishes a Columbia Gorge National Scenic Area (NSA), with four "special management areas" (SMAs) (108,000 acres) managed by the Forest Service and the rest of the Gorge (118,000 acres) managed by a commission. Designates twelve "urban areas" (28,000 acres), which can be enlarged. [Makes Gorge a unit of National Park System; adds a new SMA (Rowena); freezes size of urban areas]

SECTION 5. THE COLUMBIA GORGE COMMISSION: Authorizes a bistate compact to establish a regional agency, the "Columbia Gorge Commission," composed of twelve paid members, one appointed by each of the six counties, and three by each governor. If states fail to establish commission, Secretary of Agriculture sets up commission as a federal agency. [Adds NPS rep to commission; gives Interior Secretary oversight over commission (Cape Cod formula); no pay for commission members; no bistate compact]

SECTION 6. ADOPTION OF THE SCENIC AREA MANAGEMENT PLAN: Commission has two years to draw up management plan for all non-Federal lands in NSA. Secretary of Agriculture can reject plan, but commission can override. Weak guidelines given for plan. [Makes NPS responsible for whole plan, but commission writes plan for non-Federal lands outside SMAs; stricter guidelines; USFS and USFWS on planning team; strong cultural protection]

SECTION 7. ADOPTION OF SCENIC AREA ZONING ORDINANCES: Counties are supposed to pass zoning ordinances to comply with commission plan. [Counties deal with NPS, not commission, in SMAs]

SECTION 8. ADMINISTRATION OF THE SPECIAL MANAGEMENT AREAS: The federal lands are to be managed under "multi-use management applicable to national forests." Commission and Secretary of Agriculture to draw up guidelines for non-federal lands in SMAs;

Prepared by the Columbia Gorge Coalition, P.O.Box 155, White Salmon, WA 98672

State plans and which will protect and enhance the existing character of the Columbia Gorge while protecting scenic, cultural, recreation and natural resources and allowing development when consistent with preservation of those resources.

SEC. 4. ESTABLISHMENT OF THE SCENIC AREA.

(a) NATIONAL SCENIC AREA.—(1) There is hereby established the Columbia Gorge National Scenic Area as a unit of the National Park System.

(2) The Scenic Area shall consist of the area within the boundaries ~~generally~~ depicted on the map entitled "Boundary Map, Columbia Gorge National Scenic Area" dated ..., which shall be on file and available for public inspection in the offices of the Commission and of the Secretary.

(b) SPECIAL MANAGEMENT AREAS.—(1) The following areas are hereby designated "Special Management Areas" ~~and are established as a unit of the National Forest System~~: Gates of the Columbia Gorge (including the Bridal Veil and Dodson/Warrendale areas); Three Mountains; ~~Catherine Creek, and~~ Klickitat Canyon; Burdoin Mountain; and Rowena.

(2) The boundaries of the Special Management Areas designated in this section shall be depicted on the map entitled "Special Management Areas, Columbia Gorge National Scenic Area" dated ..., which shall be on file and available for public inspection in the offices of the Commission and of the Secretary.

(c) URBAN AREAS.—(1) The following cities and towns are hereby designated as "Urban Areas": Cascade locks, Hood River, Mosier, and The Dalles, Oregon; and Bingen, Carson, Dallesport, Lyle, North Bonneville, Stevenson, White Salmon, and Wishram, Washington.

(2) The boundaries of Urban Areas shall be depicted on the map entitled, "Urban Areas, Columbia Gorge National Scenic Area" dated ..., which shall be on file and available for public inspection in the offices of the Commission and of the Secretary. The boundaries of Urban Areas designated in this subsection may be revised pursuant to the provisions of this section.

(d) REVISION OF URBAN AREA BOUNDARIES.—(1) Upon application of a county, the Secretary and Commission may revise the boundaries of any Urban Area identified in section 4(c) of this Act. The Commission shall approve the revision of Urban Area boundaries by a majority vote of the members appointed from each State.

(2) The Secretary and Commission may revise the boundaries of an Urban Area only if it finds that—

~~(A) a demonstrable need exists to accommodate long range urban population growth requirements or economic needs consistent with the management plan;~~

the total acreage of the urban area does not increase;

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My name is Lynn Herring. I am here today on behalf of the Portland Audubon Society, a 5000 member chapter of the National Audubon Society, to urge enactment of strong federal legislation to protect and preserve the wildlife, botanical, historical, and scenic resource values of the Columbia River Gorge and its tributaries, a position also adopted be the 12-chapter Oregon Audubon Council.

We wish to thank our Northwest Senators Packwood, Hatfield, Evans, and Gorton for their efforts to date to achieve federal legislative protection for the Columbia Gorge, one of our nation's premier natural resources. We in Oregon particularly want to commend Senators Packwood and Hatfield for their long-standing commitment to Gorge protection. We ask this committee to consider the following strengthening revisions to S. 2055.

Priority Concerns for S. 2055:

*Enforcement --- a provision which makes enforcement of the act and its standards and regulations mandatory, not discretionary;

*Standards --- provisions which will clarify and strengthen the legislative standards for development, including interim management standards;

*Commission Override --- a provision which would require the regional commission to obtain 9 votes (one more than is needed to initially approve the management plan) in order to override a veto of the management plan by the Secretary of Agriculture;

*Boundary revisions --- revision of scenic, special management, and urban area boundaries (including provisions to establish flexibility and more thorough review) to better protect the National Scenic Area's values;

*Tributaries --- provisions which would assure greater protection for the Gorge's major tributaries. We advocate inclusion of the major Oregon and Washington tributaries in the National Wild and Scenic Rivers System.

Within the context of these concerns, my testimony will focus on the unique biological resources that make the Columbia River Gorge worthy of strong protective federal legislation. The combined features of a nearly sea level breach of the Cascade Mountain Range, unique weather patterns, and a broad range of plant communities all play a role in the distribution of endemic, threatened and endangered and significant plant and animal populations that live in and use the Gorge.

Federal involvement is necessary to ensure coordination among the more than 50 governmental bodies with jurisdiction in the Gorge. The states of Washington and Oregon cannot be expected to do the job by themselves. We must create a plan that considers the needs of local residents and governments, and yet truly protects the natural values of the Gorge. For example, the flora and fauna of this river canyon do not recognize municipal boundaries. Furthermore, the physical nature of this area has resulted in a unique

Jeff Litwak, Counsel provided an update on pending litigation. He said on October 31st there was a decision on the Plan Review case, which was remanded on one point. He said there is now a post-decision request for reconsideration and the plan review case related to Historic Buildings is pending.

NSA Manager's Report
Diana Ross said there will be a meeting at 6 p.m. on December 12th at the Pioneer Center in White Salmon to discuss the Burdoin Mountain and Catherine Creek area plan. She said the Forest Service has removed the structure from the Moorehead-Fischer property near Rowena, OR.

Break 10:11-10:35 a.m.

Commissioner Work Session on Urban Area Boundary Revisions
Jill Arens, Executive Director provided an introduction to the topic and Brian Litt, Planning Manager described the context and purpose of the Work Session.

Jennifer Kaden, Planner provided an overview (see attachment D) of the history of Urban Area boundaries, outlined the process for revisions to Urban Area boundaries and updated potential boundary revision proposals. The overview included the following items:

1. Scenic Area Act
   a. Land use in Oregon & Washington
   b. Legislative history
   c. Section 4(f) criteria
2. Management Plan
3. Commission Rule 350-40
4. Urban Area Revisions Handbook
5. Past Actions
   a. Lyle (1989)
   b. Mapping Errors Report (1997)
   c. Revisions for Cascade Locks, Stevenson (1999)
   d. Rules Committee (2004)
6. Overview of state roles
   a. Washington
   b. Oregon
7. Possible Revision Requests

Commissioner Middaugh asked about the role of the Secretary of Agriculture in the process. Ms. Kaden said in Urban Area boundary revision process, concurrence by the Secretary of Agriculture is not required but the Commission should consult with the Secretary of Agriculture.

Commissioner Davis asked if an analysis of the Scenic Area is the extent of what the Commission must evaluate. Kaden said while the Commission is charged to evaluate impacts on the Scenic Area, there may be tradeoffs between Scenic Area land and other land, such as agricultural land. She said the question of whether some Scenic Area land is more valuable than other land needs to be addressed.

Commissioner Sheffield asked if cities must prove that they have maximized density to a certain level. Kaden said there is not a strict guideline or prescriptive rule. She said Oregon's land use rules follow a more prescriptive guideline than Washington's land use rules.

Commissioner Jacobsen asked how the schedule of urban boundary revision applications and the Indicators Project will interface. Arens said the first iteration of proposed indicators is scheduled for 2008. Kaden said it is not clear when applications will be submitted but The City of the Dalles and Hood River are working on applications now.

Commissioner Abbe said the Commission will need to address the issue of what constitutes a "minor revision" and a definition of the term.

Commissioner Palena said the Commission will need to address how land with cultural resources outside of the Scenic Area will be handled.

Kaden identified key issues for consideration which included the following items:

1. Long-term vision for urban area growth
2. "Minor" Revisions
3. Urbanization and Resource Protection
4. Demonstrating Need by Urban Area, Sub-Region or Region
5. Frequency & Scope of Revisions
6. Process
7. Other

Commissioner Abbe said by implication, what the Commission works on will determine what qualifies as a "minor revision".

Commissioner Middaugh said the issue of maximum efficiency needs to be addressed. He said a key issue is whether to prescribe required density levels in existing Urban Areas. He said it will be informative to look at a broader or a regional approach as well.

Commissioner Reinig said another issue is the Commission's ability to weigh the pros and cons of resource protection. She used the example of protecting agricultural lands at the expense of other needs.

Commissioner Sheffield said the issue of Urban Area density is significant. She said it would be preferable to have a firm definition of "minor revision" rather than defining this term during the process.

Commissioner Davis said if too much delineation of "minor revision" is made this might put the Commission at odds with the second purpose of the Act.

Lunch 12-1:10 p.m.

Continuation of Urban Area Boundary Revisions Work Session

Chair Condit reconvened the meeting and asked for Commission discussion.

Commissioner Loehrke said communities to the west of the Gorge may wish to expand, which may encroach on the Gorge. He asked if this was the case, would these communities approach the Commission to change their boundaries. He used the example of Washougal, WA.

Kaden said the Commission does not have the authority to create a new Urban Area within the Scenic Area.

Chair Condit said an issue to be addressed is how far the Commission will require communities to analyze urban densities and housing needs. He suggested there may be merit in considering areas rather than individual communities. For example, if Hood River is interested in revising their Urban Area, they should consider the area, including White Salmon and Bingen. The Dalles should consider the area, including Dallesport. He said the Commission may want cities to consider a community approach.

Chair Condit said another area of concern is how to mitigate negative impacts to resources and how the Commission will address resource protection if the proposed area becomes part of the Urban Area. He said if an area previously within the Commission's jurisdiction, becomes part of an Urban Area and outside of the Commission's jurisdiction, what mechanism can be used to ensure protection.

Litwak said if the Commission tried to address resource protection through an intergovernmental agreement (IGA), a potential problem is the fact that a local government cannot bind a future local government. He said another issue is whether the Commission has the authority to require local governments to enter into such agreements.

Commissioner Middaugh asked the Commission to consider contracting or directing staff to research growth patterns. Commissioner Reinig said she believes some of this information already exists and suggested this information is used initially.

Commissioner Sheffield asked if jurisdictional areas with a "donut-hole" configuration are prohibited by state laws. She said for instance in Washington, no school district can be encompassed by another district.

Commissioner Abbe said if Urban Area boundaries are stringently restricted this forces more commuting and creates a "catch-22" scenario. He said the concept of a "donut-hole" configuration is problematic and believes this situation may only be useful for protection of a cultural site.

Commissioner Reinig said some flexibility is needed because the Commission cannot accurately predict what future needs will be in 20+ years.

Chair Condit said the Commission may need to create a prioritized system of valuing types of land such as farm land, forests, etc.

Commissioner Middaugh said he believes there should be a high bar or threshold level for the Commission to uphold and supports the idea of prioritizing land types.

Chair Condit said there are fairly stringent requirements in Oregon to develop urban lands.

Commissioner Davis said another issue is whether efficiency standards can be imposed by the Commission on Urban Areas or whether the Commission will evaluate efficiency based on the merits of individual applications.

Commissioner Middaugh said it would be best to clearly define criteria to be addressed for any proposed Urban Area revision.

Commissioner Loehrke said whatever the Commission's policies, the Urban Areas will be impacted and the Commission must be clear about criteria for proposed Urban Area revisions.

Commissioner Middaugh said the Commission must be at least as rigorous as the Oregon land use system.

Commissioner Davis said the Commission rules require a majority from each state to approve any revision so that is a very high standard.

Kaden said there are a few ways to proceed which includes dialogue with each community through the upcoming community meetings planned as follow up to the Future Forum event and/or roundtable meetings at county commission meetings.

Commissioner Jacobsen suggested staff speak with planning staff in other extremely scenic areas in the country for more ideas as well.

Commissioner Middaugh asked what the process is for Urban Area revisions; would it be a quasi-judicial or a legislative process.

Litwak said in 1992 the rules pertaining to Urban Area revision treated the issue as a contested case or quasi-judicial item but this was revised in 1999 to follow a more legislative process.

Public Comment

Matt Bowen, Wasco County resident said he resides and has a small machine shop outside of The Dalles city limits. He provided a list of 400+ people that are opposed to the City of The Dalles Urban Area boundary revision (see attachment E). He expressed opposition to the proposed Urban Area revision and said the city's planning department told him that this was required by law. He said he spoke to neighbors and found that most people do not want expansion and conducted further research with Wasco County and 26 Oregon communities as well. He said The Dalles City Council was presented with 400+ signatures opposing a boundary revision but they have not listened. He said citizen involvement has not been encouraged although Oregon requires public involvement. He said there is a difference between a public meeting in which the

agency informs the public what they plan to do and asking for public involvement making decisions and plans. He said the Dalles City Council has not involved the community in their plans.

Virgil James of the Yakama Nation, Zoning Administrator for the Yakama Nation said the balance of development and preservation is a difficult one. He said in his work he reviews national and regional trends, assesses the proponent, the proposed use and evaluates how to convey information to the public. He said he hopes to be involved bridging communication gaps as the Yakama Nation will be involved in this issue.

Chief Johnny Jackson of the Cascade Tribe said he is representing his people and has lived his entire life in the Gorge. He said there are many cultural resources along the river and most of the communities today were Indian villages. He said there are very sensitive areas particularly west of The Dalles and there should be more research and review of these areas especially if these areas are to be included in the Urban Area boundary. He suggested that the North Dalles or Dallesport, WA is considered as part of this expansion rather than impacting sensitive cultural areas. He said it is not uncommon for expansion to include lands across rivers or bays and noted that the North Dalles already has infrastructure such as an airport and roads conducive to urban growth.

Mary Repar of Stevenson, WA said she feels "the cart is being put before the horse" since there are no complete applications for an Urban Area boundary revision at this time. She said there should be an emphasis on how to protect resources in the event of boundary revisions. She said the Commission's business is to protect the Scenic Area by limiting growth to the existing Urban Areas. She asked that maps of critical areas are provided as reference for future discussion of the issue.

Collena Tenold-Sauder said she lives in the Scenic Area outside of The Dalles, OR. She said the urban growth expansion seems to be based on a buildable lands inventory but the methodology is skewed in favor of the agency bringing the application forward. She said the criteria used for determining whether property is buildable needs to be examined as well and thanked the Commission for their thoughtful approach to the issue.

Dan Durrow, Community Development Director for the City of The Dalles, OR said it is to everyone's benefit that all proposed Urban Area boundary revisions are considered locally rather than in Washington D.C., thus determining proposed expansions are minor in scope, within a 20-year time frame. He said the City of The Dalles had a "no-growth" policy for many years and this greatly impacted the city when the economic downturn affected the area. He said their reliance on employment through the aluminum plants was evident when those plants closed. He said the City of The Dalles is seeking Urban Area expansion to sustain future economic growth that benefits all area residents. He said while unemployment is low in the area, there is a lack of family-wage jobs and many residents are "under-employed". He said prioritizing land types and values is commendable and strongly supports this idea. He said one of the most common concerns when land is rezoned is the impact on property tax. He said taxes are assessed in Oregon according to use not designation or zoning.

Pat Evenson-Brady, Hood River County School Superintendent said the school district has been looking for five years for suitable buildable land for school development. She said the school district requested the City and County of Hood River to assist us in this effort. She said they are currently looking at a 20-acre parcel in a rural residential area. She said when the application comes before the Commission, she is hopeful that the Commission will find their project is minor in scope.

Michael Lang and Nathan Baker, Friends of the Columbia Gorge provided written testimony (see attachment F) and said the Commission should revisit the rulemaking process for revisions to Urban Area boundaries, adopt a definition for the term "minor revision" and implement the full requirements of the four criteria for approving an urban area revision.

Commissioner Abbe asked about the timeline involved in the Urban Area boundary revision. Kaden provided a summary of the prescribed timeline.

Commissioner Abbe asked if the state, the county or the Commission will bring these proposed Urban Area revision applications forward. He said this issue and the applications are going to involve a large expenditure of public funds. He said an application may not be approved by the Gorge Commission, particularly since 8 out or 12 Commissioners must approve it and is concerned that public funds are not wasted. He asked what the time frame is for such work and asked for a comparison to a Management Plan Amendment application process.

Kaden said the timeline is quite rigorous and defined. She said the process is similar to a Plan Amendment but there is no pre-application phase.

Litwak said there is a question to the Oregon Attorney General's office to address the question posed as to who brings the application forward but there has not been an answer on this item.

Chair Condit said as someone who has worked on such issues, the Commission may prefer for the Commission to bring the issue forward otherwise the Oregon Land Conservation and Development Commission (LCDC) statutes priority scheme may drive development onto the Scenic Area lands as preferable to development on agricultural land or resource land. He said from an operational standpoint and to preserve public funds, it may be preferable for the Commission to bring the issue forward.

Kaden asked for the Commission's preference on next steps and general direction.

Commissioner Middaugh said he supports informal discussions with local governments and their staff. He asked if the Commission would support a consultant work to address the growth issue.

Chair Condit said he supports a community involvement process using the continuing Future Forum community meetings.

Commissioner Reinig suggested forming a community group to address this issue. She said this group could be formed for a finite period of time and this would allow for a greater variety of people to be involved.

Chair Condit said he believes the Commission needs to form policy concepts before having consultant work on growth issues or any work on rulemaking issues.

Commissioner Davis said she supports the idea of using the continuing Future Forum community meetings and perhaps the Commission's general presentation to community groups could also be used to facilitate this discussion.

Commissioner Loehrke said he believes that the Commission should develop its own policy based on the National Scenic Area Act and not be influenced by trends and current issues.

Commissioner Middaugh said he agrees with the sequencing that Commissioner Loehrke suggested and believes the Commission should develop policy based on the Act and then consider trends and current issues.

Other Business
There was no other business.

Adjourn 3:30 p.m.

Minutes taken by Kathy Obayashi-Bartsch
Minutes approved on 1-16-08

Columbia River Gorge Commission

Meeting Minutes

June 10, 2008

A complete record of this meeting is available on compact disc

Location: Hood River Best Western Inn, East Marina Drive, Hood River, OR
Time: 9:00 a.m.

MEMBERS IN ATTENDANCE

Harold Abbe
Jeffrey Condit
Doug Crow
Judy Davis
Diana Ross for Dan Harkenrider
Walt Loehrke
Lonny Macy
Carl McNew
Jim Middaugh (9:30 a.m.)
Joe Palena
Joyce Reinig
Honna Sheffield

MEMBERS ABSENT

Jane Jacobsen-excused

STAFF PRESENT

Jill Arens, Executive Director
Jennifer Kaden, Planner
Brian Litt, Planning Manager
Jeff Litwak, Counsel
Kathy Obayashi-Bartsch, Specialist

AUDIENCE PRESENT

Andersen, Steven. Planning Director, Klickitat County-former
Benedict, Mike. Hood River County Planning
Breckel, Jeff. Director of Oregon and Washington Columbia River Gorge Commissions-*former*
Canon, Mike. Klickitat County Economic Development
Cheatham, North. Hood River, OR
Cornelison, Peter. Friends of the Columbia Gorge (FOCG)
Durow, Dan. The Dalles, OR
Duncan-Cole, Mary Ann. City Administrator in Stevenson
Grigsby, Sara. Corbett, OR
Higgins, Shannon. Port of Portland
Hollatz, Nicole. Skamania County Planning Department
Krikava, Richard. Senator Gordon Smith's Office

Lang, Michael. FOCG
Leipper, Bob. Troutdale, OR
Lennox, Bill. Wasco County Commission
Liburdy, Kevin. City of Hood River, OR
Mentor, Joe. Staff Counsel to Senator Daniel Evans-*former*
Miller, Bobbie. Gorge Landowners United for Equity (GLUE)
Nichols, Rodger. *The Dalles Chronicle*
Nychuck, Gary. Wasco County Planning
Pitt Jr., Louie. Confederated Tribes of Warm Springs
Repar, Mary. Stevenson, WA
Roach, Nancy. Hood River, OR
Salsgiver, Mike. Staff to Senator Mark Hatfield-*former*
Shipsey, Steven. Oregon Department of Justice
Shumaker, Ben. Stevenson, WA Planning Department
Squier, Anne. Portland, OR
Tokos, Derrick. Multnomah County Planning Department
Valenca, Joanna. Multnomah County Planning Department
Walbridge, Cindy. City of Hood River, OR
Others were present during the day.

Call to Order
Chair Condit called the meeting to order at 9:07 a.m. and role was called. Chair Condit recognized Commissioner Crow's service and said this will be his last meeting. He said Commissioner Crow has served with distinction for two terms as an Oregon Governor appointee.

Approval of Minutes –May 13, 2008
Chair Condit asked the Commission to review the draft minutes. Commissioner Reinig made a motion to approve the draft minutes and Commissioner Davis seconded the motion. A voice vote was taken and unanimously approved.

Public Comment
Bobbie Miller, The Dalles, OR said the economic aspect of the National Scenic Area Act has been neglected. She said its time to challenge Friends of the Columbia Gorge (FOCG) and their lack of support for the economic aspect of the Scenic Area Act.

Bob Leipper, Troutdale, OR said the Commission and staff have not fulfilled their enforcement responsibilities. He said there are several violations in Multnomah County involving painting structures in colors that have not been approved. He said this is another example of a regulation that is not enforced in the Scenic Area. He said the safety and security of residents should be also included as an indicator in the Indicators Project.

Commissioner Davis asked staff to clarify the rules related to repainting structures in the Scenic Area. Brian Litt, Planning Manager said if a structure existed before

the Scenic Area Act, the structure may be repainted in its original color. Structures built after the Scenic Area Act must be painted in approved colors.

North Cheatham, Hood River, OR said he served as the team chair of the Community Advisory Team (CAT) for the Indicators Project. He said while the team's role is over, he believes the following items must be addressed:
-A better definition of urban areas is needed that provides consistency on this issue particularly related to enforcement.
-The development of agency performance measures is needed with a forthright approach.
-A cumulative impacts study is needed before further decisions are made on issues such as urban area boundary revisions.

Mary Repar, Stevenson WA thanked the Commission for their comments on the proposed off-site casino and said the Commission should be involved in this issue regardless of jurisdictional issues. She said more preservationists are needed in the Gorge and commended Friends of the Columbia Gorge (FOCG) for their efforts to protect the area.

Opportunity for Tribal Nations to address Commission
There were no tribal representatives present.

Urban Area Boundary Revisions Work Session – Overview and Invited Speakers
Jill Arens, Executive Director introduced Sara Grisgby who has been nominated by the Oregon Governor to serve on the Commission beginning in July. She said Chair Condit has been named for reappointment as well. Arens introduced Aaron Ferguson as the Commission's summer intern studying for a Masters degree in public policy from the University of Washington.

Arens provided an introduction to the urban area boundary revisions topic. She said today's invited speakers were involved in discussions prior to the passage of the Columbia River Gorge National Scenic Area Act. They were invited, as was Bowen Blair, to discuss their recollections of Congressional intent on urban area issues. Brian Litt, Planning Manager provided an overview of the issue.

Break 9:35-9:50 am

Chair Condit said Tribal testimony will be taken as a representative is present. Louie Pitt, Jr. of the Confederated Tribes of the Warm Springs said this is treaty month and they will be celebrating the signing of the treaty. Treaty Day is June 25, and there will be a Treaty Dinner honoring the event on June 27, which all Commissioners are invited to attend. He said the Tribes recognize the Commission's work throughout the years. He said 15 homes have been constructed at Celilo Village and people have moved into their new homes. He said the mobile homes are also being used.

Continuation of Urban Area Boundary Revisions Work Session – Invited Speakers

Jennifer Kaden, Planner introduced the guest speakers. The panel of invited speakers includes: Joe Mentor, former staff counsel to Senator Daniel Evans; Mike Salsgiver, former staff to Senator Mark Hatfield; Jeff Breckel, former Director of Oregon and Washington Columbia River Gorge Commissions; Mary Ann Duncan-Cole, City Administrator in Stevenson; and Steven B. Andersen, former Planning Director, Klickitat County. She said the four questions that each speaker was asked to address include the following:

1. Under Section 4(f) of the Scenic Area Act (Act), the Gorge Commission is authorized to make minor revisions to urban area boundaries. Early drafts of the Act do not include the term "minor." Do you recall when and why it was added to the legislation?

2. The Act designated 13 cities and towns as Urban Areas (UAs) and it created the boundaries of those UAs. What are your recollections about how the Urban Area (UA) boundaries were determined? Was it different for Oregon UAs than Washington UAs?

3. What conversations did you have or do you recollect regarding how or if UAs should expand in the future?

4. The Act authorizes the Gorge Commission to make minor revisions to UA boundaries that meet 4 criteria (also established in the Act). Do you recall the intent for Congressional action on boundary revisions that are not consistent with Section 4(f) of the Act?

Joe Mentor said that before the advent of technology, the mapping was done with the resources available 20 plus years ago. He said the legislators involved in the development of the Act had very different personalities and approaches and staff's job was to get everyone on the same page. He said there was considerable opposition and staff used a collaboration of previously approved bills, such as bills for the Sawtooth National Wilderness Area, Indiana Dunes and Pt. Reyes National Seashore. He said there was not a lot of discussion on urban areas. He said he does not think legislative history will be of much assistance at this point. He said the statements of members of Congress or committees are evidence of intent but not more than that. He stated that legislative history is not as relevant in current federal courts, and Justice Scalia was referenced. He said the definition of "minor" is better found in a dictionary rather than in legislative history, 'minor' means 'not major' or 'not significant.' He said memorandums or statements mean nothing unless included in the formal record of the Act.

He said the Commission should be aware that the maps and laws are not cast in concrete and the criteria developed to process an UA boundary revision should be

followed. He said the term "minor" is measured by need and impact and any UA expansion results in a reduction of the Scenic Area (SA); and the Commission must frame their decisions for the long term.

Mike Salsgiver said the law was developed with a certain amount of flexibility for the Commission with the overarching intent of resource protection. He said he could not recollect when the term "minor" was included but the intent for a "minor revision" is to allow economic growth but not a dramatic expansion. They did not expect urban areas to double in size or even increase by 25% in size. No numbers were ever affixed to this idea. He said Portland has just expanded their UA after 30 years. Salsgiver also stated that because of the Oregon experience in land use planning, it was expected that over time, a policy body like the Gorge Commission would undergo an extensive review of land use patterns, population patterns, and economic activity. This review would be looked at in context, while protecting the resources. He said there was strong intent to allow the United States Forest Service (USFS) and the Commission to implement the law as you see fit.

Jeff Breckel said there were different conditions in OR and WA when the Scenic Area Act and the maps were developed. He said we used the urban growth boundaries that existed in OR but there was not the same level of land use sophistication and UA definition in WA. The criteria for UA boundary revisions were developed with the intent that these would be used for future expansion. He said he cannot recall when the term "minor" was included but it is consistent with the intent of the framers of the Act. Breckel also stated that there were discussions between the Governors' offices about how appropriate it was to use urban growth specifics in this special area. He said the intent was to rely upon the Commission, thereby allowing latitude for the Commission to make decisions within the context of the purposes of the Act.

Steven Andersen said the Dallesport UA was recognized as Klickitat County's best hope for industrial development. He said the county was fearful of downsizing of the Dallesport UA based on current population. At the time Wishram, WA had a larger population than Dallesport and others were proposing the Dallesport boundary to be reduced. He provided a Columbia River Gorge National Scenic Area Mapping Error report from 2001 and map on this (see attachment A). Because of county efforts to voice their concerns, the size of the Dallesport urban area was increased, and one SMA designation was eliminated in Klickitat County. He said what is significant about the Dallesport UA is that the framers of the Act were receptive to local interests and understood the significance and designation of UAs.

Mary Ann Duncan-Cole said at the time the Act was being drafted, the City of Stevenson, WA had a part-time planner working 6 days a month. She said there was no concept of UA in Washington as it existed in Oregon. She said in Washington they determined UAs using a 'sphere of influence' concept and a 50-75 year time frame. She said all contact was through the Skamania County

Commission and she has no recollection of insertion of the term "minor". She said they anticipated that expansion of UAs would be difficult. She said most of the Washington communities faced similar challenges in responding to the Act, as they lacked the resources of the land use planning resources of Oregon communities.

Chair Condit thanked the speakers and asked the Commission members for their questions.

Commissioner Reinig said it is helpful to know that the maps were not cast in concrete and it was envisioned that changes may be needed in the future.

Commissioner Middaugh asked for comments on the role and intent of House members and staff and the context for economic development.

Mr. Salsgiver said they worked closely with the House members and staff. At this time the area was coming out of a severe depression, and both purposes of the Act were in the framers' minds. There was always the intent to balance protection and economic development. The UAs and the General Management Areas (GMA) were identified as areas with some flexibility to provide the vehicle balancing economic development and resource protection.

Mr. Mentor said there is an institutional difference between the House and the Senate and there was considerable work between the House and Senate. He said the maps were developed with the information provided by people that really were not supportive of the concept in the first place. He said that the NSA itself is an economic development tool.

Ms. Duncan-Cole said in the 1980's the economy was very different than what is present now. She said there are different people living in the area and the way they support themselves is completely different than in the 1980's.

Chair Condit asked if it was a conscious decision for UAs to be exempt from SA regulation.

Mr. Salsgiver said allowing UAs to be exempt from NSA regulation, certainly mitigated political issues. These were generally towns and cities where there was significant human activity with boundaries that could be changed but not easily and changes were to be consistent with resource protection.

Mr. Mentor said the federal interest in the area is identified by land designations. The federal interest is strongest in the Special Management Area (SMA) and correspondingly less federal interest in GMA and UAs.

Mr. Breckel said UAs are a part of the Gorge and it was recognized that communication with those communities and a relationship was necessary.

Commissioner Abbe asked if there was a definition of economic development drawing a distinction between residential use and job development.

Mr. Mentor said there were appropriations for an interpretive center and a conference center that gives some indication of the economic improvement in mind. He said it was envisioned that people would continue to live and work in the Gorge and there was recognition of the recreational resources. He said the later addition to the UA boundary revisions including the term “minor” and the requirement for a supermajority (2/3 vote requirement) were added to create symmetry between states and local and state interests.

Mr. Salsgiver said we did not have deep discussions on economic improvement and trusted people would understand what economic improvement is. He identified three aspects of economic development: 1. The retention, expansion, and recruitment of new jobs, 2. The drawing of investment to the area, and 3. The growing of revenues to provide for public services. This was in the context of an area with a long history and culture of economic activity. Examples he gave in recognizing economics included the rail roads, the highway, recreation, and hydropower. He said there was the existing industrial and commercial base, housing and a recreational value to the area.

Mr. Breckel said there was acknowledgement of the diverse economic bases unique to certain communities. There is probably not a way to quantify these communities and this approach would not be consistent with the flexibility provided in the Act. He said the UAs were not intended to become a cancer within the NSA and protection of resources is a key principle.

Commissioner Crow asked the speakers to comment on why state forest practices law applies in the GMA and not the NSA provisions. He said there have been many questions about the application of laws related to timber harvesting on GMA land.

Mr. Salsgiver said the application of state law rather than NSA provisions was relative to the continuum of management areas. He said areas with a GMA designation were areas that had more human activity and we were generally comfortable with the state law to prevail. The counties and states were already involved in the management of those areas as well.

Mr. Breckel said there was also voluntary management practices agreed upon by the major timber land owners at the time.

Chair Condit asked with regard to the concept of maximum land use efficiency, was land use viewed as distinct by individual UAs or on a regional or sub-regional basis.

Mr. Salsgiver said the Oregon land use laws would be the most helpful on this issue. He said there was already a land use system in place in Oregon and there

was an issue with Washington feeling that they would be subject to what Oregon had in place. He said it's important to remember that what is recalled is not the same as legislative history.

Mr. Breckel said we discussed this issue but did not determine a specific methodology. He said it's advisable to draw upon the purposes of the Act which looks at the Gorge as a whole.

Chair Condit, Commissioners and staff thanked the speakers for their presentation and discussion.

Lunch

Urban Area Boundary Revisions Work Session – continued
Chair Condit called the meeting to order at 1:30 p.m. and asked staff to continue with the work session. Kaden said this is a complex topic and reviewed issues discussed at a previous work session in December 2007 and options for proceeding on those issues (see attachment B). She said the key issues at hand are the definition of "minor", prioritization of lands, efficiency of land use, protection of resources and how to ensure protection in perpetuity, how to look at areas (individually or regionally), and how to coordinate with states and their processes.

Public comment
Mary Repar, Stevenson WA said the Commission should follow the existing rules for boundary revisions. She said it's important to keep in mind that expansion of UAs results in a reduction of the NSA. She asked the Commission whether a land exchange would be considered, how the Secretary of Agriculture is involved and whether Congressional action is needed. She said the former congressional staff members said that the overarching intent was protection of resources and not economic development.

Chair Condit asked staff to comment on Ms. Repar's questions. Jeff Litwak, Counsel said the requirement for Congress to approve a boundary change refers to the exterior boundary, not revision of UA boundaries. The Commission approved an UA boundary change in which an UA was expanded, and another in which there was an exchange of lands. The Commission must consult with the Secretary of Agriculture only when there is a proposal for a revision.
Bobbie Miller, The Dalles, OR said she is gratified to hear today's speakers clarify the importance of economic development and how this purpose was recognized by the framers of the Act.

Michael Lang, FOCG read from prepared testimony (see attachment C) and said in general FOCG supports rulemaking on the larger issues. He said the term "minor" revision must be given substantive effect and Congress designated UA boundaries to accommodate necessary growth.

Chair Condit asked him if he considered the exchange of lands a major or minor adjustment. Mr. Lang said that an exchange of land might be an option for a minor adjustment.

Anne Squier, Portland, OR said she is commenting on the term "minor" revision. She said she does not have any personal recollections about the insertion of this term but can comment on the context at the time the legislation was being passed. She said at the time she was serving on the Land Conservation and Development Commission and they were in the process of approving plans and UA growth boundaries.

She said it's well established that the drafters of this legislation were aware of OR land use system and a lot of the Act is modeled the OR land use system. Goal 14 (Urban Growth) and Goal 2 (Land Use Planning) set a clear expectation that UA boundaries in OR would be initially drawn with a 20 year land supply and thereafter expanded regularly to accommodate new things. The land use planning goal defines "major" and "minor" revisions. She said it's very significant that the Act gives the Commission authority to make only “minor” revisions. She referred to the UA Handbook definition of "minor" revision and said the first part is almost completely parallel with the definition in the land use goals and the second part is a little bit of frosting and she would question that.

She said the Commission is charged with developing a defensible interpretation of "minor" but not in context with what's going on in land use planning. She said there was some comment about the changes in land use planning but the NSA is not straight forward land use planning as one would find on a local, regional or state level. The Commission is dealing with a national resource and UAs cannot expand forever. Otherwise, the whole exercise is just a slowing of the inevitable degradation of the scenic, natural and cultural resources (SNCRs). She said the Commission needs very stringent protections both in the interpretation of “minor” and application of the conditions (4f) that are consistent with the Management Plan and purposes of the Act.

Commissioner Middaugh asked her opinion of the best course of action. Ms. Squier said the course is less important than the substance. She said to minimize confusion of what a “minor" revision is, the best way to address this is probably through rule-making.

Commissioner Crow said if there is a hypothetical UA of 400 acres that wishes to add 10 acres would that be a “minor” revision. Ms. Squier said she couldn’t answer a hypothetical without knowing about many issues to consider. Even a 10 acre expansion might not be “minor” because while it's 10 aces this time, it can be another 10 acres next time and the NSA is finite. She said the NSA is different; hence the Act and standard land use planning concepts and practices do not necessarily apply.

Bob Leipper, Troutdale, OR said visiting the site is imperative. He said making decisions without this type of understanding is irresponsible, although common in land use planning. He said many of decisions that impacted the development of the Act were politically motivated and there is no contest that the OR land use rules do not work perfectly. He said the Commission should think in terms of a broad and long term view.

Patricia Meeks, White Salmon, WA said she supports having clear UA boundaries as a solution to sprawl. She said defined UAs save public funds and protects resources. The old way to solve a growth problem is to expand an area, building roads and infrastructure with additional public costs, pollution and unforeseen impacts. She said there are new ways to solve growth problems.

Dave Berger, Lyle WA said he lives in the NSA and is very limited with what he can do with his property because of the NSA designation. He said this tells him that the land is to be protected. He said for an UA expansion, a demonstrated need should be required and suggested a good measure of this is density. He said there are ways to accommodate population growth while maintaining the NSA. He said Klickitat County had foresight and has plenty of land in UAs to meet future needs. He said any expansion allowed must provide more than adequate fire protection and a follow-up mechanism for the Commission to ensure this.

Commissioners discussed whether to provide additional direction on what process to use for interpreting Act criteria for UAs and related issues.

Commissioner Sheffield asked what process would be used to coordinate with the state procedures. Kaden said a state decision would be contingent on the Commission's decision, so there would not be a conflict.

Chair Condit said he believes rule-making is needed to clarify the process. He said he does not want a jurisdiction to go through a process, only to find out that the law does not allow them to proceed with a proposal.

Commissioner Abbe said he is concerned that taxpayer funds will be used to work through a process that won't be allowed under existing law. He supports defining "minor" before jurisdictions spend resources on this issue.

Commissioner Crow said he supports addressing the issue of maximum efficiency and fears the gradual erosion of the NSA. He said every community has some efficiency issues to consider before making the case that additional land is needed for the UA.

Commissioner Reinig said it's important to remember these issues could have an unintended ripple effect. She said the only problem with rulemaking is the potential to "box in" the Commission.

Commissioner Davis said she supports rule-making to define the range of "minor" and possibly prioritization of lands. She said there are some lands that are exempt from scenic resource protection and urban expansion could be considered in those areas first. She said it's important to clarify these issues for local jurisdictions.

Commissioner Sheffield said she does not agree that Congress intended that there would be urban expansion. She believes it is a zero sum gain with any boundary revision and revisions are intended for very small adjustments or to correct mistakes.

Commissioner Loehrke said the Commission should initiate rule-making to provide clarity for local jurisdictions.

Commissioner Middaugh said he's not entirely opposed to rule-making but is not ready to do so today. He said Congress intended to preserve the area and would like additional staff work defining the term "minor".

Kaden said the action requested today would only provide general direction to staff and rule-making language would be presented to the Commission with several options at another work session.

Commissioner Middaugh said he would like to see the most restricted interpretation of the term "minor".

Commissioner Crow said the rules for UA boundary revisions should be very restrictive and used very infrequently.

Commissioner Abbe said he could make the case that by restricting UAs, resources are at greater risk as people build and live outside of the UAs. He said the term "minor" was inserted in the Act by the main proponent of the Act for a purpose.

Commissioner Sheffield said she supports option #4 of the staff report (see attachment B) which is a hybrid of options #1 & #3, which would initiate rulemaking on two key issues (minor & prioritization) and on maximum land use efficiency.

Chair Condit said it seems there is consensus that "minor" means small and will not have a negative impact on resources. He said it's not that areas cannot grow but not into the SMA. For land use efficiency standards, jurisdictions should look at regional areas including across the Columbia River. He said in terms of the priority, the preservation of the NSA must be a priority.

Commissioner Reinig said Congress must have intended that some changes would be needed to UA boundaries; otherwise the term "minor" revision would not be included.

Commissioner Davis said at this time the direction is to initiate rule-making but based on more information, the Commission may decide rule-making is not preferred action.

Commissioner Reinig said she would like to give direction to staff without binding the Commission to any particular option.

Commissioner Sheffield made a motion to approve option #4 of the staff report (see attachment B) which is a hybrid of options #1 & #3, which would initiate rulemaking on two key issues (minor & prioritization) and adding land use efficiency into the mix.

Commissioner Middaugh said he believes that addressing the definition of "minor" should be addressed first and the other issues may fall into place based on that definition.

Diana Ross asked if the definition of "minor" would also include a definition of "revision". Kaden said that aspect could be included but was not really considered.

Chair Condit seconded Commissioner Sheffield's motion and suggested defining "minor" He recommended looking at a similar analysis of Metro and taking Vancouver into account. The urban area has to prove that they are maximally efficient. The Commission may need to do something different for Oregon. Commissioner Abbe called the motion to stop further discussion.

The motion carried 6 ayes to 5 nos.
Harold Abbe-aye
Jeffrey Condit-no
Doug Crow-aye
Judy Davis-no
Walt Loehrke-aye
Lonny Macy-no
Carl McNew-aye
Jim Middaugh-no
Joe Palena-aye
Joyce Reinig-aye
Honna Sheffield-no

A vote on the main motion made by Commissioner Sheffield and seconded by Chair Condit was taken. The motion carried 10 ayes to 1 no.
Harold Abbe-aye
Jeffrey Condit-aye
Doug Crow-aye
Judy Davis-aye
Walt Loehrke-aye
Lonny Macy-aye

Carl McNew-aye
Jim Middaugh-no
Joe Palena-aye
Joyce Reinig-aye
Honna Sheffield-aye

Director's Report
Arens said work is in progress on the Indicators Project, Future Forum report and development reviews.

NSA Manager's Report
Chair Condit asked Arens to provide an update as needed via e-mail.

Other Business
Commissioner Crow said it was a pleasure to be a part of the Gorge Commission and its work and thanked everyone.

Adjourn 3:20 p.m.

Notes taken by Kathy Obayashi-Bartsch
Minutes approved on 7-8-08

Notes
Commission Urban Areas Tour *East*
September 9, 2008

Tour objectives:

- Provide Commissioners with overview of character of existing urban areas and nature of surrounding lands.
- Orient Commissioners to landmarks and boundary locations of urban areas.
- Identify opportunities and constraints of urban areas to accommodate future growth.

9:10 – 9:30a.m.

Overview of White Salmon Urban Area w/Dotty DeVaney
Location: Parking lot in front of Commission office, NE Wauna Ave.
Notes: Commission planner Jennifer Kaden welcomed everyone and provided an overview of the logistics and purpose of the tour. Dotty DeVaney, consultant for the city of White Salmon provided an overview of the White Salmon urban area and city limits. She noted approximately 790 acres of the 2,200 acre urban area is inside the city limits. She estimated adequate available land until 2030 based on current zoning and no need for UA boundary revision in the near future. Constraints for accommodating future population growth in the existing urban area included infrastructure (water delivery) and a general desire for a rural lifestyle (low density).

9:50– 10:10a.m.

Overview of Bingen Urban Area w/Mayor Brian Prigel
Location: Skyline Hospital parking lot (south side), White Salmon
Notes: Mayor Brian Prigel pointed out landmarks of the Bingen urban area boundary in the landscape. He noted constraints for Bingen to accommodate future population growth include infrastructure issues (primarily water supply & pipeline issues) and topography. Opportunities include land now used for agricultural uses. He estimated the number of jobs in Bingen is roughly equivalent to its population. Large employers include Insitu, SDS Lumber Co., and Underwood Fruit.

11:00 – 11:20a.m.

Overview of Lyle Urban Area w/Klickitat County Planning Director Curt Dreyer
Location: Lyle Secondary School parking lot (south side); 365 Keasey Avenue
Notes: Most tour participants arrived about 20 minutes early. At about 10:50, Jennifer Kaden provided an overview of the purpose of the tour. Lyle resident Mr. Oren Johnson provided some history of the area and views about growth constraints in Lyle. Jennifer Kaden reminded the group that the purpose of the tour is to orient Commissioners to urban area boundary locations and identify opportunities & constraints for urban areas to accommodate future growth. Commission Planning Manager Brian Litt pointed out the approximate boundary location in the landscape. Several community members offered various views on urban growth issues for Lyle. Curt Dreyer, Klickitat County, arrived and provided an overview of the Lyle urban area including highlights of a recent buildable lands study. Growth opportunities include a potential condominium proposal near the river. Constraints include tribal ownership of Lyle Point and lack of job opportunities. Infrastructure (water, sewer, electricity) is not considered a constraint.

12:00 – 12:45p.m.

Overview of Dallesport Urban Area & Brown Bag Lunch Stop w/ Klickitat County Planning Director Curt Dreyer
Location: Dallesport Community Center, 136 6th Ave.
Notes: Curt Dreyer provided an overview of the Dallesport Urban Area. He showed an aerial photo of the area and pointed out ownership and zoning

patterns. Constraints for accommodating future population growth include water constraints, large ownerships of land, aggregate north of Tidyman Road, and lack of available jobs. The County will be doing a buildable lands study in the future.

1:15 – 1:35p.m. **Overview** of Wishram Urban Area with Community Council Chair Leon Chilson
Location: Railroad Park, west end of Main Street, Wishram
Notes: Leon Chilson highlighted the characteristics of Wishram, including some railroad history, current rail traffic. The largest local employers include the school district and railroad. Mr. Chilson estimated 360 existing homes in Wishram with an ability to accommodate approximately 514 homes. A new wastewater treatment facility is able to accommodate growth.

2:30 – 3:00p.m. **Overview** of The Dalles Urban Area with Dan Durow, The Dalles Community Development Director; Dan Ericksen, Wasco County Judge; and Todd Cornett, Wasco County Planning Director
Location: Sorosis Park – Kelly View Point, E. Scenic Drive, The Dalles
Notes: Jennifer Kaden explained the purpose of the tour. Dan Durow pointed out the approximate urban area boundary in the landscape and described some of the surrounding lands. He also pointed out landmarks in the urban area including the Google facility, the former aluminum plant and a superfund site. Dan Ericksen pointed out there are about 6,000 contiguous acres of cherry orchards along the southern urban area boundary. Dan Durow described some changes expected as a result of urban renewal in downtown The Dalles. Opportunities for accommodating future growth include redevelopment of the aluminum plant and some orchard land inside the urban area. Constraints include NSA lands to the east and west, topography, cherry orchards to the south, and federal ownership of the substation in the east.

3:35 – 3:50p.m. **Overview** of The Dalles Urban Area – West End with Dan Durow, The Dalles Community Development Director; Dan Ericksen, Wasco County Judge; and Todd Cornett, Wasco County Planning Director
Location: Webb property, 1380 Hwy. 30
Notes: Dan Durow described the geography of the valley and identified it as "Hidden Valley" located west of the The Dalles urban area. The area is considered by the City of The Dalles as a possible location for future growth. The area wasn't visible from the Sorosis Park view point.

4:05 – 4:25p.m. **Overview** of Mosier Urban Area w/Mosier consultant Dotty DeVaney
Location: Totem Pole on north side of Hwy. 30
Notes: Jennifer Kaden, Brian Litt, and Mosier Council Member David Princehouse provided some information about the urban area boundary landmarks and Main Street program in Mosier. Dotty DeVaney provided an overview of the Mosier urban area. Dotty described two large residential developments recently approved as opportunities to accommodate future population growth. The city's "Mosier Main Street" project is looking at ways to accommodate future commercial/business growth in the existing downtown corridor. Constraints for accommodating future growth include ability to afford infrastructure to serve a larger population as well as topography and surrounding NSA lands.

* Rodger Nichols of The Dalles Chronicle, members of Friends of the Columbia Gorge, members of Gorge Land Use Equity, and other members of the public were present at most stops on the tour

Notes
Commission Urban Areas Tour *West*
October 28, 2008

Tour objectives:

- Provide Commissioners with overview of character of existing urban areas and nature of surrounding lands.
- Orient Commissioners to landmarks and boundary locations of urban areas.
- Identify opportunities and constraints of urban areas to accommodate future growth.

9:30 – 9:50 a.m.

Overview of Hood River Urban Area w/Kevin Liburdy, Senior Planner, City of Hood River; and Anne Debbaut, Senior Planner, Hood River County
Location: North end of parking lot, Westside Elementary School, 3685 Belmont Drive
Notes: Kevin Liburdy and Anne Debbaut gave an overview of the Hood River urban area. Kevin said the city expects most future growth to occur on the west side of the city, the east side is mostly built out. The city has not done a buildable lands inventory and plans to do so in the next year. Affordable housing is an important issue in Hood River; the city has some information about existing short-term vacation rentals – there are approximately 150 in the city; development activity has dropped off since 2007 with some development approvals expiring; the sewer treatment plant has excess capacity; lack of north/south transportation routes are a constraint to development on the west side; the city is seeking grant funding for 3 additional traffic lights and is working with ODOT to make some improvements. The County just conducted a coordinated population forecast and adopted a 2% growth rate for the cities of Cascade Locks & Hood River and a 1.28% growth rate for the unincorporated areas. The County's comp plan is dated 1984 with some sections updated since then.

10:30 – 10:50 a.m.

Overview of Cascade Locks Urban Area with City Administrator Bernard Seeger
Location: Cascade Locks City Hall, 140 SE Wa-Na-Pa Street
Notes: Bernard Seeger & Chuck Daughtry, Director of Port of Cascade Locks, provided an overview of Cascade Locks. There are 120 acres of undeveloped industrial land that will drive future growth. The railroad tracks bisect the industrial land which is a constraint to development. The population forecast done with the County does not take into account the possible casino development. The City is working on a land trade on the west side involving land near the Pacific Crest Trail to accommodate some future development. Mr. Daughtry estimated a need for the population to hit approximately 3,000 in order to have the critical mass necessary to support key services in the community and anticipates that can happen within existing boundaries. The Port received a $100,000 grant to expand/improve some riverfront beach to accommodate more sailing. Approximately 30 acres of industrial land on the east side is owned by the Warm Springs tribe (not trust land) but does not have interstate access. It was a former quarry & the city/port would like to see it become a marina in the future, but it is dependent, in part, on interstate access.

Most residents travel east to Hood River or west to Troutdale for services, not typically to Stevenson. The City is conducting a feasibility study to create a mountain bike trail network south of the urban area that could ultimately connect to the Wyeth bench. The City owns its power utility which serves an area beyond the city; grants or other support for undergrounding these lines are appreciated.

11:10 – 11:30 a.m. **Overview of North Bonneville Urban Area** w/Tom Jermann, Planning Advisor
Location: North Bonneville City Hall, 214 CBD Mall (off Cascade Drive)
Notes: Tom Jermann provided some history and an overview of North Bonneville. He said the top issue is livability and keeping large lot residential development. The population is currently 877 and they estimate it will be 2,500 at build out. The biggest challenge is for the city to stay viable. A lot of land in city limits/urban area is federally owned. Mr. Jermann thinks there's potential to improve links between North Bonneville and trail systems on federal land to the north. The city grew approximately 52% in last 7 years and now is planning under the Growth Management Act. Population growth includes migration from Vancouver & Portland Metro area. Population includes a lot of retirees. Undeveloped Port land along Hwy. 14 would need improved access from Hwy. 14 if developed.

12:00 – 12:20 p.m. **Overview of Stevenson Urban Area** & Brown Bag Lunch Stop w/ Ben Shumaker, Planner, City of Stevenson
Location: Rock Creek Recreation Center, 710 SW Rock Creek Drive
Notes: Ben Shumaker gave an overview of the Stevenson urban area. He described a large residential development that was under construction and has stopped. Another large residential development on the east side of town is under construction. It had neighbor opposition due in part to the increased density. The downtown core was redeveloped with street lights, sidewalks and underground fiber optic cable in early 2000s. Scenic Area grants helped fund that project. The current population is about 1,440. No recent forecast has been done. Water is not a constraint to development in Stevenson. He did note some areas of active landslides that will constrain development.

1:15 – 1:35 p.m. **Overview of Carson Urban Area** w/Karen Witherspoon, Skamania County Community Development Director
Location: Skamania County Public Utility District No. 1 (1492 Wind River Hwy. – entrance on west side of building)
Notes: Karen Witherspoon gave an overview of Carson. Peggy Bryan, Skamania County Economic Development Council, also was there and provided some information. Carson is the largest urban area in Skamania County – both in size and in population. It has a recent growth rate of about 3.9%. Most of Carson is privately owned. A zoning update is underway. Water is provided by Skamania PUD. Water supply is adequate now, but will need updates for buildout. The PUD also provides power county-wide. There is no sewer service. WKO mill employs approximately 110 people. Tourism also supports the area (fishing, hunting, snowmobiling, hiking, etc.). Economic development potential includes capturing tourist traffic headed in/out of the Gifford Pinchot National Forest. Carson, North Bonneville & Stevenson are in

one school district. Carson has an elementary school and a middle school. The high school is in Stevenson.

2:00 – 2:20 p.m. **<u>Overview of Home Valley Urban Area</u>** w/ Karen Witherspoon, Skamania County Community Development Director
Location: Home Valley Park (south side of Hwy. 14)
Notes: Karen Witherspoon provided an overview. Peggy Bryan, Skamania County Economic Development Council also provided some information. Home Valley is the smallest urban area in Skamania County – approximately 555 acres, 147 parcels, and 350 people. The zoning is being updated including changing some 20 acre zoning to R-1 (1/2 – 2 acre). Home Valley has its own water system (which received 2 NSA loans). High Cascade Veneer (under same ownership as WKO in Carson) employs 12 people. Home Valley Park is outside the urban area – it's in the GMA, owned by USACE and managed by Skamania County.

Meeting Notes
Rules Committee
January 7, 2009
3:00 p.m.
Columbia River Gorge Commission Office
White Salmon, WA

Committee Members Present: Judy Davis, Joyce Reinig, Jeff Condit, Walt Loehrke, Sara Grigsby.

Others present: Jill Arens, Jennifer Kaden, Jeff Litwak

Public present: Michael Lang, Dan Durow, Dave Berger, Derrick Tokos, Steven Andersen, Anne Debbaut

Committee Chair Judy Davis called the meeting to order at 3 p.m.

Jeff Litwak discussed two emergency rules involving submittal of application for plan amendments and urban area boundary revisions that the Commission will consider on Jan. 13, and a change to which economic development certification applications should be reviewed under the expedited process. The Rules Committee asked staff to present the economic development certification changes to the full Commission on Jan. 13 as well.

The Rules Committee then conducted a brainstorming session to begin its discussion of defining the term "minor" for plan amendments. Members of the Rules Committee, staff, and the public in the room were part of the brainstorming.

Major Revision Brainstorming

- Doesn't protect/enhance SNCRs (Criteria B)
- Really big
- Existing handbook definition – substantial expansion
- Something in SMA
- Adversely affects SNCRs
- Takes prime forest/farm/open space
- Strip development – corridor
- Metro definition of minor (opposite) – greater than 2.5 acres
- Links 2 urban areas together
- Net loss of acreage in NSA
- Isn't justified by need
- Requires additional significant infrastructure, e.g. new arterial

Minor Revision Brainstorming

- Handbook definition
- Justified by need (demonstrated)
- Small in size, land area
- Less than 10% of urban area
- 3 acres
- Small in impact
- No net loss – acreage
- No net loss – SNCRs

- Meets exceptions established
- Impacts less than 1% of NSA (size)
  - at one time
  - cumulative
- Varying standards for different size urban areas
- Process criteria vary by size
- Meets 4(f) criteria
- Doesn't impact wildlife habitat, corridors
- Doesn't impact sensitive plants
- Doesn't impact cultural plants, resources, fishing
- Allows urban areas to grow outside NSA, allows pathway to outside NSA
- Enhances SNCRs
- Demonstrates adequate SNCRS protection within urban area
- METRO's definition of minor revision
- Correct boundary bisecting parcels
- Includes parcels in city limits
- Technical fixes
- Revocable if protection isn't enforced
- A revision that better protects SNCRs (in net)
- Not scenically significant – already developed settings (urbanesque)
- Low priority areas – weighted by priority of lands
- Trade-offs/swaps to protect resources even outside NSA (conservation easement, e.g.)
- Minimal infrastructure changes, needs
- Fulfills second purpose of Act
- Less than 20 year land need
- Meets the straight face test
- 'X'% or no net loss
- Consistent with standards of Act
- Squeezes but not strangles urban area
- Meets ORS/OARS test – consider goal 14
- Doesn't change demographics/urban area character (community)
- Meets/consider Growth Management test (WA)
- Borrows or considers what is already written
- Retain community character
- Minor in short and long-term/overtime
  - not an incremental revision
  - cumulative
- Freezes cultural evolution of community
- Demonstrated capacity to serve area, ability to serve with infrastructure
- Geological issues – e.g. geohazards
- Revisions that include flexible options for cities to grow (outside box), e.g. flexibility in state rules, interstate development

<u>Using a Number (acreage) Brainstorming</u>

<u>PRO</u>
Clear and objective
Zero – flexibility

<u>CON</u>
Cumulative impact
Situational – urban areas vary in size, need

No other criteria are numeric
Hard to justify particular number; arbitrary
Doesn't deal with impacts
More equitable to use %

Using Percentage (acreage) Brainstorming

PRO
Doesn't penalize larger urban areas
Clear, objective

CON
Situational
No other criteria are numeric
Hard to justify a particular number or percentage

No Net Loss/Exchanges

PRO
Could provide protection of SNCRS inside urban areas
Apples for apples exchange (sensitive land in urban areas wouldn't be urbanized

CON
Need to find a trade
Difficult to ensure protection over time if trade land is outside NSA

No net loss

- Acreage
- Resource

Question – is there an enforceable way to protect resources equivalent to NSA?

The Rules Committee set its next meeting for 3:00 p.m. Tuesday, January 13, 2009, immediately following the Gorge Commission meeting. Location – Hood River County Administration Building.

Meeting Notes
Rules Committee
January 13, 2009
3:00 p.m.
Hood River County Administration Building
Hood River, Oregon

Committee Members Present: Judy Davis, Joyce Reinig, Jeff Condit, Walt Loehrke, Sara Grigsby.
Others present: Jill Arens, Jennifer Kaden, Brian Litt
Public present: Rick Till, Nathan Baker, Mary Repar, Dan Durow, Steven Andersen, Anne Debbaut, Phyllis Thiemann, Tomi Owens, Rodger Nichols

Committee Chair Judy Davis called the meeting to order at 3 p.m.

Commissioner Davis recapped the previous Rules Committee meeting and asked Committee members and the audience to brainstorm ideas about how to prioritize lands that might be considered for urbanization.

Prioritzation of Lands brainstorming:
First, demonstrate the need cannot be met elsewhere (outside NSA).

Tier I (generally referring to lands to look at first for urbanization)
- Developed settings
- Low/no SNCR resources
- Existing urban services, infrastructure
- Existing urban development
- Land that is path to outside NSA
- Lands consistent with Oregon Urban Growth Boundary laws
- Lands consistent with Washington Growth Management Act laws
- Contiguity with Urban Area boundary
- Land that better protects/enhances NSA resources – gravel pit, cultural resources
- Lands surrounded by developed settings
- Lands east of Crates Point

Tier II (generally referring to lands to look at after Tier I lands)
- Path to outside NSA
- Lower value farm, forest land
- Large lot rural residential, martini farms

Tier III (generally referring to lands to look at after Tier I & II lands)
- Identified wildlife corridors
- Prime farm, forest, open space lands
- SMA lands
- Lands where there would be adverse affects to SNCRs
- Lands with most sensitive resources
- Highly scenic areas
- Natural areas/Ag-Special lands

The Committee and audience then brainstormed ideas for a regional approach to making a case to expand an urban area boundary:

Regional Analysis

- Metro's model for regional population forecast and land need
- Define Region - Is it NSA or beyond? Authority outside NSA
- How to define "regional"? How broad?
    - 3 subregions – 1. Hood River, White Salmon, Bingen, 2. The Dalles/Dallesport, 3. Stevenson/Cascade Locks (e.g. that function as one (or potential to))
    - Live/work breakouts
    - May vary by use needed
- How much of anticipated need will be absorbed elsewhere – different for housing, employment, schools, etc.
- Population forecast consistent with Oregon requirements
- Population forecast consistent with Washington requirements
- Encouraging growth to occur in existing urban areas
- Cumulative effect or cumulative significant impact
- Link to maximum efficiency (Criterion C)
- Define maximum efficiency
- Recognize limitations across state lines, across political boundaries
- Bridge capacity, transportation infrastructure
- Public transportation (availability)
- Commute patterns (encourage shorter)
- Ability of urban area to provide urban infrastructure – water, sewer, storm, streets
- Analysis of growth patterns
- Sequential process – population study, traffic, vacant & buildable lands, etc.

Minor Revision (continued from 1/7/09 meeting)

- Effect on lands near expansion area (outside urban area)
- Minor would not be a substantial impact on surrounding farm/forest uses
- Significant impact on surrounding wildlife habitat, etc.
- Minor would not encroach on adjacent uses – sensitive resources
- Compatibility of adjacent uses or mitigation of effects
- No net adverse effect on sensitive resources

Other

- Reconcile NSA resources and resources outside NSA (e.g. EFU land in Oregon vs. non-farm NSA lands)
- How do we trade off valuable ag land – in or out of UA; establish basis for evaluation
- SNCRs values outside NSA
- Authority to consider resources outside NSA

What's Next

- Minor separate from 4(f) criteria or take those into consideration?
- Varying processes in Oregon and Washington
    - Create equivalent standards on both sides
    - Where does NSA process fit?
- Options for the entire package (3 topics)
- Should committee examine process?
- Characteristics of a good rule
- Q: Can we use IGAs for resource protection in perpetuity?

The Committee set two future meeting dates: Wednesday, January 28, 10 a.m. to Noon and Wednesday, February 11, 3-5 p.m. Both meetings will be at the Commission office.

Meeting Notes
Rules Committee
Commission Office
February 18, 2009
3:00 p.m.

Committee Members Present: Judy Davis, Joyce Reinig, Jeff Condit, Walt Loehrke, Sara Grigsby.
Others present: Jill Arens, Jennifer Kaden, Brian Litt
Public present: Michael Lang, Gary Fish, Dave Berger, Chuck Covert, Lester Cochenour

Committee Chair Judy Davis called the meeting to order at 3 p.m.

The Committee approved the meeting notes from January 13, 2009.

Commissioner Davis led the committee and audience through two brainstorming exercises. First the Committee identified interests in urban area boundary rules. Second, the Committee identified characteristics of a good rule.

Identifying Interests in UA Boundary Rules:

- Think outside the box – identify needs
- Accommodating residential growth
- Livable, mixed-use neighborhoods
- Supporting cities as economic and population centers of the gorge
- Reconcile NSA Act w/Oregon rules for UGBs – consider one-time adjustments taking in areas that were planned for future growth at the time original boundaries drawn (instead of chipping away at revisions)
- Equity in UA boundaries between OR & WA; established differently in beginning
- Flexibility to take differing situations; esp. with regard to SNCRs protections
- Rule that can be applied consistently to different situations
- Regional context (for demonstrating need)
- Assuring protection of SNCRs
- Accounting for cumulative effects (including past UAB revisions)
- Consistency with the Act
- No net loss of NSA lands
- No net loss in terms of adverse effects to SNCRs
- Recognizing different economies of the gorge
- Avoid litigation

Characteristics of a Good Rule:

- Flexibility to account for different situations consistently
- Consistency with the Act
- Implements the Act
- Timeless – will last 50, 100 years
- Rule that requires thorough analysis
- Takes into account interrelationship of cities & gorge as a whole
- Provides clear direction to urban areas, counties
- Takes into account differences in OR & WA
- Provides definitions of terms
- Includes clear process, steps & timeline; clear procedural requirements for applicant & public
- Encourages infrequent, holistic revisions instead of piece-meal, single-purpose revisions

- Possibly consider defined cycles for reviewing UAB revisions

Next, the Committee discussed the prioritization of lands that may be considered for urbanization. The group discussed what was meant by "first, demonstrate the need cannot be met elsewhere." This was interpreted to mean that the need cannot be met within the existing UA, in nearby urban areas, or outside the NSA. The Committee also directed staff to consider practicability of meeting a demonstrated need in nearby urban areas or outside the NSA. Using the brainstorm list created 1/13/09, the Committee narrowed the list by identifying items that are partially or mostly addressed by the 4(f) criteria and ruling out other items for various reasons. The refined list:

Revised Prioritzation of Lands brainstorming:
First, demonstrate the need cannot be met inside the existing UA, in nearby urban areas, or outside the NSA.

Tier I (generally referring to lands to look at first for urbanization)
- Developed settings
- Low/no SNCR resources
- Existing urban services, infrastructure or ability to provide services
- Existing development – small parcels
- Land that is path to outside NSA - ?Tier I or II

Tier II (generally referring to lands to look at after Tier I lands)
- Path to outside NSA - ?Tier I or II
- Lower value agriculture, forest land
- Large lot rural residential, martini farms
- Some SNCR resources that can be mitigated

The Committee got rid of Tier III, but wanted to keep a couple ideas:
- Identified wildlife corridors

Jennifer Kaden passed out excerpts from Oregon and Washington law that pertain to prioritization. The Committee will review draft rule language for prioritization at its next meeting and have a second discussion about regional analysis of boundary revisions.

Judy said the goal is to take draft rule language to the full Commission in June.
Next Meeting dates: March 4 and March 18, both from 3 – 5 p.m. at the Commission office.
Tentative meeting dates: April 15, April 29, and May 13

The meeting adjourned at 5:00 p.m.

Meeting Notes
Rules Committee
Commission Office
March 4, 2009
3:00 p.m.

Committee Members Present: Judy Davis, Joyce Reinig, Walt Loehrke, Sara Grigsby, Carl McNew
Staff present: Jill Arens, Jennifer Kaden, Brian Litt
Public present: Gary Fish, Dan Durow, Rick Till

Committee Chair Judy Davis called the meeting to order at 3 p.m.

The Committee approved the meeting notes from February 18, 2009.

Commissioner Davis provided a list of references to "urban areas" in the Scenic Area Act.

Jennifer summarized 3 draft options for rules on prioritization. She answered questions for clarification and acknowledged there may be terms that will need to be defined – such as "marginal value." The Committee discussed the 3 options and decided to keep options 1 and 2 alive and delete Option 3. Options 1 and 2 would be discussed further when regional analysis and defining minor revision were better developed.

The Committee discussed the topic of regional analysis. There was some discussion about whether the concept fits with the need analysis for demonstrating the need for a boundary revision or with the prioritization concept or somewhere else. There also was some discussion about what is meant by "regional" – the entire gorge?; nearby urban areas?; areas outside NSA? Several committee members clarified their intent to request analysis of regional impacts of a boundary revision. The Committee felt that the concept may already be addressed sufficiently in the drafts of Options 1 and 2 for prioritization, but kept open the possibility of revisiting the topic.

Future meeting dates were discussed with a tentative schedule agreed to:
Wednesday, April 1, 10 a.m. – Noon
Wednesday, April 22, 3 – 5 p.m.
Wednesday, May 13, 3 – 5 p.m.

The meeting adjourned at 4:55 p.m.

Meeting Notes
Rules Committee
Commission Office
April 1, 2009
10:00 a.m.

Committee Members Present: Judy Davis, Joyce Reinig, Walt Loehrke, Sara Grigsby
Staff present: Jill Arens, Jennifer Kaden, Brian Litt
Public present: Michael Lang, Dan Durow, Cindy Walbridge, Colleen Tenhold-Sauter, Matt Bowen, Ken Farner, Chuck Covert, Dave Berger, Steven Anderson, Tom Nicolai,

Committee Chair Judy Davis called the meeting to order at 10:00 a.m.

The Committee approved the meeting notes from March 4, 2009.

Chair Davis mentioned two articles/presentations about rural smart growth she found on the internet:

> *Demographic Trends in Rural and Small Town America* - http://www.carseyinstitute.unh.edu/publications/Report_Demographics.pdf
>
> This report talks about factors that are attracting new residents to rural and small town places. The Gorge has many of them--scenic beauty, recreation, proximity to a major urban area, and small towns big enough to have a wide range of services.
>
> *Building Sustainable Rural Communities with Smart Growth Approaches* - http://www.epa.gov/region07/news_events/events/proceedings/redeveloping_brownfields_august2007/15_nuts_and_bolts_dalbey.pdf
>
> This powerpoint outlines the basics of "Rural Smart Growth" and gives some examples. It ties together many of the issues that have come up in the rules committee discussions.

Jennifer Kaden recapped the March 4, 2009 Rules Committee meeting and the status of the work of the committee with regard to prioritization and regional analysis. She mentioned copies of provisions in Oregon & Washington regarding the prioritization of lands for urbanization.

Minor revision

Jennifer Kaden recapped a panel discussion before the Gorge Commission in June 2008 about urban area boundaries and “minor revision”. Chair Davis posed questions about the relationship between the provisions of the Act on urban area boundaries and the ability of cities to grow. The committee discussed growth, types of growth, character & identity of cities, and some history of the differences of urban areas in Oregon & Washington. Comments also were made by members of the public throughout the meeting.

Next, the committee discussed “minor” in relation to what else already is addressed in the 4(f) criteria and what has been discussed as part of prioritization and regional analysis. Cumulative or long-term effects of multiple boundary revisions also was discussed. The committee then discussed the existing definition of “minor revision” in the Urban Areas Boundary Revisions Handbook.

There was some discussion about whether “minor revision” could be defined separate from review criteria or whether it should be part of the overall package. The committee asked staff to work on options for defining minor revision separately, as part of a package of criteria [4(f) and possible additional criteria related to prioritization and regional analysis], and to provide options for addressing the cumulative impacts of boundary revisions.

A rough schedule was established to review “minor revision” with the rest of the package of proposed new rules on April 22 and to review the proposed changes incorporated into Commission Rule 350-40 on May 12. It was requested that any suggestions for defining “minor revision” be submitted to Jennifer Kaden by April 15 to compile the ideas for the April 22 meeting.

The committee decided to try to reschedule the May 13 meeting date to May 12 – either before or after the Commission meeting.

The meeting adjourned at 11:55 a.m.

Meeting Notes
Rules Committee
Commission Office
April 22, 2009
3:00 p.m.

Committee Members Present: Judy Davis, Joyce Reinig, Walt Loehrke, Sara Grigsby, Carl McNew
Staff present: Jill Arens, Jennifer Kaden, Brian Litt
Public present: Todd Cornett, Les Cochenour, Dan Durow, Gary Fish, Steven Andersen, Dave Berger, Cindy Walbridge, Matt & Mary Bowen, Michael Lang

Committee Chair Judy Davis began the meeting at 3:00 p.m. by asking for introductions. She reported that the Oregon Department of Land Conservation and Development and the Growth Management Program in Washington would be making a presentation at the May 12 Gorge Commission meeting.

The Committee approved the meeting notes from April 1, 2009.

Process
Judy Davis asked the Committee to consider whether to move forward with proposed rule changes or changes to the advisory UA Boundary Revisions Handbook in light of the limited time left for the Committee to complete its work and make a recommendation to the full Commission before the end of the fiscal year. Joyce Reinig explained the Executive Committee has asked the Rules Committee to wrap up its work as soon as possible given the likelihood of insufficient staff to continue work on urban area boundary revisions rules after June 30. Jennifer Kaden provided the Committee an estimated timeline of doing rule vs. revisions to the advisory handbook. She described the different amounts of time and staffing involved in each option. The other option would be to halt the work altogether. This option was not viewed favorably by the Committee. Several ideas and preferences were voiced: slowing the rulemaking and doing it as able; going ahead with changes to the advisory handbook and looking for opportunities to put it into rules later; putting this off until plan review. Joyce Reinig said she thought more than one hearing would be necessary for rulemaking. No consensus was reached and Judy Davis suggested moving on with the agenda and coming back to this item.

Minor Revision & Cumulative Impacts
Judy Davis started the Committee's discussion about minor revisions and cumulative impacts (of boundary revisions) with a discussion of the intent of the first purpose of the Act. The UA handbook interprets consistency with the first purpose of the Act as protection and enhancement of scenic, cultural, recreation, and natural resources. Brian Litt noted that the way the Management Plan protects the SNCRs is with guidelines that prevent adverse effects. The Handbook also interprets consistency with the standards of the Act as not adversely affecting scenic, cultural, recreation, and natural resources. Sara Grigsby prepared a paper of suggested administrative rules in which not adversely affecting resources would be accomplished with a "no net loss" standard. Sara Grigsby explained her suggested "no net loss" standard as an opportunity for trade offs. She suggested using the concept in terms of values, not acres. The Committee discussed how "no net loss" would be measured. Some Committee members thought it would result in a measurement of acreage for lack of a more practical method of measuring values. Members of the public made comments about existing ways of measuring the value of resources (e.g. scenic sensitivity maps); about opening the door to loss of Scenic Area lands; and "no net loss" for homeowners rebuilding homes destroyed by

disaster. Judy Davis asked the Committee whether it wanted to change the interpretation of "adversely affect" into "no net loss." Some Committee members feared using "no net loss" could be confusing and could have effects beyond the topic of boundary revisions. The Committee decided to keep the existing interpretation (Motion made by Walt Loehrke; seconded by Joyce Reinig; 4 -1 vote)

The discussion turned to cumulative impacts. Staff had prepared a handout of possible options for addressing cumulative impacts. Joyce Reinig suggested returning to the process question raised at the beginning of the meeting and made a motion to recommend revising the UA handbook instead of rulemaking. Walt Loehrke seconded the motion which passed 4-1.

The discussion returned to cumulative impacts. Sara Grigsby suggested adding language specifically addressing cumulative impacts in the UA handbook. Staff explained the handout of options for addressing cumulative impacts. One audience member raised a question about whether the interpretation in the UA handbook of addressing cumulative impacts as part of Criterion B is correct. Others asked whether it adds anything to address cumulative impacts in the interpretation of minor revision. Some said it may be redundant but wouldn't hurt. Of the options presented by staff, the Committee decided it liked including the concept of cumulative impacts in the interpretation of minor revision. To address cumulative impacts and to interpret minor revision, the Committee opted for revising the existing interpretation in the handbook as follows:

B.2. (Modified Handbook 2)
"Minor revisions" are those boundary changes which:

- do not have a significant effect on surrounding lands outside the Urban Area and beyond the immediate area subject to the boundary change;
- ~~or those boundary changes which~~ do not result in a substantial expansion of an Urban Area; and
- address cumulative impacts.

Policy statement
Judy Davis provided copies of a policy statement she drafted. When asked how it would be used, she suggested it could be added to the UA Handbook. Brian Litt suggested it could serve as guiding principles. Audience members suggested more time should be taken to review it and request comments. One member of the public pointed out that the interest of tribes is not included in the draft. The Committee decided to discuss the statement further at the next Committee meeting and to provide comments to Jennifer Kaden by May 5.

Next Meeting
Wednesday, May 13, 3 – 5 p.m. at the Commission office

The meeting adjourned at 4:55 p.m.

DRAFT
Meeting Notes
Rules Committee
Commission Office
May 13, 2009
3:00 p.m.

Committee Members Present: Judy Davis, Joyce Reinig, Walt Loehrke, Carl McNew and Sara Grigsby (by phone until approx. 4:00 p.m.)
Staff present: Jill Arens, Jennifer Kaden, Brian Litt, Jeff Litwak (until 4:15 p.m.)
Public present: Gary Nychyk, Gary Fish, Steven Andersen, Dave Berger, Cindy Walbridge, Matt Bowen, Michael Lang, Thomas Nicolai, Chuck Covert, Dick Gassman, Ben Shumaker, Anne Debbaut

Committee Chair Judy Davis began the meeting at 3:05 p.m. by asking for introductions.

The Committee approved the meeting notes from April 22, 2009.

The meeting began with Committee members each summarizing what they learned from the presentation by the Oregon Department of Land Conservation and Development (DLCD) and the Washington Community, Trade, and Economic Development Department (CTED) the previous day at the Gorge Commission meeting. Several committee members said they felt like the process for recommending changes to the Urban Area Handbook or rules should slow down as a result of comments they heard from DLCD and CTED. Michael Lang, Gary Fish, and Dave Berger commented on whether to move forward with recommended changes to the Handbook. Jennifer Kaden reminded the Committee that the Commission voted 6 to 3 to accept the Rules Committee recommendation of working on changes to the Handbook instead of changes to urban area boundary revision rules. The Committee agreed to continue its work on recommended changes to the Handbook.

Judy Davis asked the Committee whether it wanted to propose one recommendation or options. She suggested bringing one recommendation to the Commission with an explanation of options that had been ruled out. Joyce Reinig and Carl McNew agreed. Sara Grigsby suggested the recommendation include background and specific options not included in the recommendation.

Prioritization and Regional Analysis
Jennifer Kaden recapped the two options the Committee was considering for addressing prioritization and regional analysis. She recommended one of the two options be added in a new section V at the end of the Handbook because the provisions provide further direction for demonstrating consistency with the four review criteria (of Section 4(f) of the NSA Act). The Section 4(f) criteria are interpreted in Section III of the Handbook. Section IV includes suggested methodology for demonstrating consistency with the criteria. Kaden also explained some suggested minor grammatical edits and one additional phrase referencing state law that was requested by DLCD for the new prioritization/regional analysis section.

Walt Loehrke asked whether Section E under Option 1 was redundant. Ben Shumaker from the City of Stevenson suggested that the provision was not redundant for urban areas that do not follow the Growth Management Act or the Oregon system.

Sara Grigsby left the meeting.

Judy Davis said she preferred Option 1, with the provision related to a connection to lands outside the Scenic Area included in Section C.1 instead of C.2. Walt Loehrke made a motion to move forward with Davis' suggestion. Carl McNew seconded the motion. The Committee agreed to the motion without objection.

Minor Revision & Cumulative Impacts

Jennifer Kaden recapped the suggested changes to the interpretation of "minor revision" discussed at the April 22 Rules Committee meeting. She explained the significance of changing the word "or" to "and" is that both impacts and size would be considered. Brian Litt echoed the significance of the suggested change saying it raised the bar for revisions to be considered "minor." Kaden also discussed feedback she had received about the term "address" for the phrase related to cumulative impacts and explained that it may be confusing to include the term "cumulative impacts" in the interpretation of "minor revision" when it already is discussed under the handbook section that interprets Criterion B.

Joyce Reinig offered that if the term "cumulative impacts" could be interpreted as something other than how it is interpreted under Criterion B, it should be deleted. Judy Davis agreed that if the Committee wasn't sure what it meant in this context, it should be left out. She concurred with changing "or" to "and" for "minor revision." Walt Loehrke echoed Davis saying the term "cumulative impacts" would add confusion if it was included in the interpretation of "minor revision." By consensus, the Committee agreed to change "or" to "and" and to delete the phrase related to cumulative impacts in the interpretation of "minor revision."

Dave Berger requested the Committee consider adding consideration of impacts to cultures in the interpretation of "minor revision." The Committee decided to leave it as it is.

Policy statement

Jennifer Kaden provided copies of a proposed policy statement Judy Davis drafted and copies of suggested changes emailed by Sara Grigsby. The Committee discussed Grigsby's suggestions and made some of them. Michael Lang suggested adding a reference to "wild lands" in second bullet. The Committee had no objection. Other minor edits were suggested. Jennifer Kaden suggested adding a bullet to articulate the spirit of partnership suggested by DLCD and CTED in their presentation to the Commission. Cindy Walbridge asked whether the policies could become standards for approval. The Committee said no and decided it was self-explanatory with the title "Guiding Principles for Urban Area Boundary Revisions." Judy Davis envisioned the statement would be added to the front of the Handbook. The Committee directed staff to work out the final edits.

Next Steps

Hearings on the recommended changes to the Handbook before the Gorge Commission on June 9 and July 14, 2009

The meeting adjourned at 4:35 p.m.

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RIVER GORGE
COMMISSION

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TO: Gorge Commissioners

FROM: Judy Davis, Rules Committee Chair
Jennifer Ball Kaden, Planner

DATE: May 27, 2009 for the June 9, 2009 Public Hearing

RE: Rules Committee Recommendation – Proposed Revisions and Additions to the Urban Areas Boundary Revisions Handbook and Proposed Guiding Principles

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Action Requested
Hold a public hearing on a Rules Committee recommendation to revise the Urban Areas Boundary Revisions Handbook (Handbook) and to adopt an accompanying statement of guiding principles. The Rules Committee recommends the hearing continue on July 14, 2008 and the Commission consider adopting the recommended revisions to the Handbook and the guiding principles at its July 14, 2009 meeting.

Background
Process: In June 2008, the Commission decided to begin consideration of three key policy questions related to urban area boundary revisions with the intent of revising Commission Rule 350-40. As a reminder, the three key policy issues are: the meaning of "minor revision," evaluating a priority of lands that cities and counties can consider for urbanization, and regional analyses of boundary revisions. The Rules Committee met twice in the summer 2008 to discuss the best approach for developing new rules for urban area boundary revisions. It recommended seeking additional public input than the traditional rulemaking process allows and additional education for Commissioners about the development patterns in urban areas and on surrounding lands. In the fall 2008, the Commission toured all 13 urban areas. In October 2008, the Rules Committee recommended the Commission conduct a consensus rulemaking process on the key issues. The Commission asked staff to refine the scope of work and identify grant funding sources for the project. In December 2008, the Commission approved a work plan for the remainder of the 2008-09 fiscal year that did not include a consensus rulemaking process. Instead, the Commission directed the Rules Committee to explore changes to the urban area boundary revision rules (Commission Rule 350-40) using the traditional rulemaking process and requested recommended changes by the end of the fiscal year.

Since the December Commission meeting, the Rules Committee has met seven times to work on the rulemaking effort. The focus of the first several meetings was to brainstorm ideas for each of the three policy questions. The Committee then narrowed down the ideas and directed staff to draft options for policy language. The Committee also spent time talking about whether the NSA Act allows urban areas to expand and the character and identity of urban areas.

At its April 22, 2009 meeting, the Rules Committee decided to recommend to the Commission that the Committee change procedural direction and work on proposed changes to the advisory Handbook instead of Commission Rule 350-40. On May 12, 2009, the Gorge Commission accepted the Committee's recommendation on a 6 to 3 vote.

At its last meeting, May 13, 2009, the Committee agreed to recommend one proposal to the Gorge Commission. There has been participation by some stakeholders and public at all of the meetings. Staff posted all of the meeting notes on the Commission's website.

Handbook: The Urban Areas Boundary Revisions Handbook is an advisory document adopted by the Gorge Commission in 1992 to assist local jurisdictions through the boundary revision process. It includes four sections:

- **I. Introduction** - Explains the authority for making boundary revisions, the purpose of the Handbook, and the structure of the Handbook;
- **II. Overview of Scenic Area Act Provisions** – summarizes the provisions of the Act that address urban areas;
- **III. Recommended Interpretations** – provides Commission interpretations of the key terms and provisions of Section 4(f) of the NSA Act; and
- **IV. Recommended Information** – offers recommendations regarding information and analyses useful in demonstrating consistency with the criteria in Section 4(f)(2) of the Act.

The Handbook serves as a guide. It provides consensus interpretations and methodologies for evaluating urban area boundary revisions. As an advisory document adopted by the Commission, the Commission should generally follow the guidance provided in the Handbook. Where it decides not to or determines recommended factors or analyses are not relevant to a particular proposal, it should explain why.

Proposed Handbook Revisions and Additions

The Rules Committee recommends making the following changes and additions to the Handbook:

Minor Revision: Section III of the Handbook includes an interpretation of the key term "minor revisions" in Section 4(f) of the Act. It reads:

> "Minor revisions" are those boundary changes which do not have a significant effect on surrounding lands outside the Urban Area and beyond the immediate area subject to the boundary change or those boundary changes which do not result in a substantial expansion of an Urban Area. (Page 4, Urban Areas Boundary Revisions Handbook, 2/11/1992)

This interpretation is that a boundary revision may be considered minor if it meets one of the two parts of the definition – either that it does not have a significant effect on surrounding lands or that it is small in size. With this interpretation, the determination of whether a boundary revision is minor is made on a case-by-case basis.

The Rules Committee recommends the following revision:

> "Minor revisions" are those boundary changes which do not have a significant effect on surrounding lands outside the Urban Area and beyond the immediate area subject to the boundary change ~~or~~ and those boundary changes which do not result in a substantial expansion of an Urban Area.

By changing one word – "or" to "and" – the threshold for considering a boundary revision minor is raised substantially. With this change, a boundary change may be considered minor only if it does

not have a significant effect on surrounding lands and it is not substantial in size. This change takes into account both impacts and size. The determination of whether a boundary revision would continue to be made on a case-by-case basis, allowing some Commission discretion.

Other options for interpreting "minor revision" were considered by the Committee. The Committee looked at a wide range of ideas and decided that many of them already are addressed by the Section 4(f) criteria. The Committee was not comfortable in recommending a one-size-fits-all numerical interpretation of "minor revision" because of the varying sizes and characteristics of the thirteen urban areas. Also, the Committee discussed the idea that the Commission's authority to revise urban area boundaries is not limited to technical corrections or mapping errors because the Act allows for urban area boundary revisions based on "long-range urban population growth requirements or economic needs."

The Committee wrestled with the idea of addressing the cumulative impacts of boundary revisions within the interpretation of "minor revision." In the end, it decided that the evaluation of the cumulative effects of boundary revisions is adequately addressed in the Section 4(f) criteria, as explained in the Handbook (Criterion B interpretation, pages 4 and 5). In short, Criterion B is intended, in part, to ensure urban area boundary revisions do not adversely affect the resources protected by the standards and purposes of the Act – scenic, cultural, natural, and recreation resources and agriculture and forest lands. The Act includes an evaluation of cumulative impacts in its definition of "adversely affect." The Handbook recommends evaluating potential cumulative impacts of a boundary revision as part of the analysis of Criterion B. The Committee received some public comments disputing this interpretation. The scope of the Committee's work did not include revising this portion of the Handbook.

The Committee also spent time discussing a proposed concept of describing "minor revision" in terms of a "no net loss" of resource values (scenic, cultural, natural and recreation resources). Using this concept, land trades could be used to off-set any loss of resource values to achieve a "no net loss" of values. In its discussion, the Committee affirmed that Criterion B already establishes a standard of reviewing impacts to Gorge resources for boundary revisions. The Committee rejected the idea of a "no net loss" standard because it would add confusion and may have effects beyond the topic of boundary revisions.

Prioritization: The Commission was asked to establish guidance about the priority of lands that cities and counties can consider for urbanization. Except for Criterion D (a boundary revision should not result in the significant reduction of agricultural lands, forest lands, or open spaces), the Act, Commission Rule 350-40, and the Handbook do not address what lands should first be considered for urbanization.

After two brainstorming sessions, the Committee asked staff to draft language that captured the concepts of first affirming the land need cannot be met inside the existing urban area, in nearby urban areas, or outside the Scenic Area; and then in two tiers of land types.

The Committee looked at three options for articulating its recommendation of lands better suited for possible urbanization (subject to consistency with the 4(f) criteria). The Committee decided upon the option that most clearly informs applicants of a recommended method for choosing the best location for boundary revisions. It recommends adding this new policy direction in a new Section V of the Handbook (Attachment A).

Regional Analysis: The Commission directed the Rules Committee to consider requiring a city to look beyond its immediate boundaries when making the case to expand its urban area (i.e.

consideration of growth trends and land availability in nearby urban areas). This idea has been portrayed by some as an attempt by the Commission to force one community to send its future residents or businesses to other communities. In its deliberation on the issue, the Rules Committee clarified the intent of the regional analysis concept instead is to ask applicants (counties) to include in their analysis, for example, an explanation as to why the anticipated population growth or economic development cannot or will not be accommodated on existing lands or other nearby lands already designated for urban development. When the Rules Committee discussed the topic further, it realized that the principal ideas already were included in the language it proposes to address prioritization (emphasis added):

> B. If the need for land cannot be met inside the existing urban area (as demonstrated under A above), a county should demonstrate the need cannot reasonably be met on lands ***in nearby urban areas*** or on land outside the NSA. To demonstrate whether lands in nearby urban areas, or outside the NSA are not reasonable, a county should provide analyses of those lands considering efficient land use, physical constraints (topographical, geological, etc.), sensitive resources (scenic, cultural, natural, recreation), other protected resources (agriculture, forest), practicability of providing public services, state law restrictions and priorities for urbanization, and other relevant factors.

Handbook Structure: The Rules Committee recommends adding the language addressing prioritization and regional analysis as a new section V in the Handbook. The reason for adding it as its own section is it provides a supplemental interpretation of the Section 4(f) criteria as well as an additional recommended methodology for demonstrating consistency with the four criteria. The new section reinforces the idea that a county must: show lands in the existing urban area boundary are inadequate to accommodate anticipated population growth or economic needs (Criterion A), minimize impacts on gorge resources and agricultural, forest, and open space lands (Criteria B and D), and demonstrate efficient urban growth (Criterion C).

The Rules Committee also proposes a couple of minor edits and one additional sentence in the introduction to identify and explain the proposed new section.

Non-substantive Correction: The Handbook includes either one incomplete sentence or two unfinished sentences at the end of the section that provides an interpretation of Criterion C. Staff searched unsuccessfully for earlier drafts or another version of the Handbook that might fill in the blanks. The Rules Committee recommends making a simple, non-substantive correction on page 5 to remedy the situation. No other changes to the Handbook are proposed. Also, other than described in this report, the Committee did not revisit the original Handbook language.

Proposed Guiding Principles

The Rules Committee recommends the Commission consider adopting a statement of guiding principles to accompany the Handbook. The purpose of the statement is to address the broader context of the role of urban areas in the Scenic Area which is sometimes lost in the details of methodologies and procedures for revising boundaries. Many of the ideas originate from the Future Forum *Envisioning Our Future*. The proposed statement "Guiding Principles for Urban Area Boundary Revisions" is attached for your consideration (Attachment B).

Attachments: A. Urban Areas Boundary Revision Handbook with recommended changes and additions, 5/13/09
B. Proposed "Guiding Principles for Urban Area Boundary Revisions"

URBAN AREAS BOUNDARY REVISIONS HANDBOOK
Columbia River Gorge Commission
February 11, 1992

I. INTRODUCTION

The Columbia River Gorge National Scenic Area Act authorizes the Columbia River Gorge Commission to make minor revisions to Urban Area boundaries after adoption of the Management Plan. Such revisions must comply with the procedural requirements in Section 4(f) of the Act. These provisions contain several key terms that may be interpreted in different ways. The primary purpose of this handbook is to assist local jurisdictions through the boundary revision process. The handbook recommends interpretations of these key terms and types of information which may be submitted to comply with these provisions in section 4(f).

Establishing some consensus on the meaning of the key terms and provisions in the Section 4(f)(2) will assist local jurisdictions in compiling the necessary application materials to successfully complete the boundary revision process. Such consensus assists the Commission in its deliberations on proposed minor boundary revisions.

This handbook serves as a guide, offering recommended interpretation and analysis tools. It is not intended to be used as mandatory rules or policies, nor is it exhaustive. The Commission may use other factors thought applicable to the key terms and provisions. Similarly, applicants may wish to pursue additional issues or analysis techniques they feel are applicable. The factors and analyses recommended herein are offered as suggestions which may assist in demonstrating consistency with the 4(f) criteria. Some of these recommended factors and analyses may not be relevant to a particular proposal and thus need not be addressed in such cases.

The handbook is divided into ~~four~~ five sections. Section II summarizes provisions of the Act that address Urban Areas. The third section includes Commission interpretations of the key terms and provisions of Section 4(f). ~~The last s~~Section IV of the handbook offers recommendations regarding information and analyses useful in demonstrating consistency with the criteria in Section 4(f)(2) of the Act. The last section includes additional recommended analyses to demonstrate consistency with the Section 4(f)(2) criteria.

II. OVERVIEW OF SCENIC AREA ACT PROVISIONS FOR URBAN AREAS

Congress designated thirteen cities and towns as Urban Areas: Cascade Locks, Hood River, Mosier, and The Dalles, Oregon; and Bingen, Carson, Dallesport, Home Valley, Lyle, North Bonneville, Stevenson, White Salmon, and Wishram, Washington [Scenic Areas Act, Section 4(e)]. The Urban Areas encompass about 28,500 acres. Their boundaries are shown on maps incorporated by reference into the Scenic Area Act, titled "Urban Areas, Columbia River Gorge National Scenic Area," numbered UA-004 sheets 1 through 11, and dated September 1986 [Scenic Area Act, Section 4(e)(2)].

The Urban Areas are exempt from regulation under the Scenic Area Act and the Management Plan [Scenic Area Act, Sections 6(c)(5) and 8(e)(2)]. They will be the focus of future growth and economic development [Scenic Area Act, Section 3(2)]. Industrial development is allowed only in the Urban Areas [Scenic Area Act, Section 6(d)(6)]. Commercial development is encouraged to occur in the Urban Areas [Scenic Area Act, Sections 6(b)(5) and 6(d)(7)]. Single-family dwellings and high-density and multifamily residential development may occur in Urban Areas

without being constrained by scenic, natural, cultural, or recreation resources [Scenic Area Act, Section 6(d)(8)].

The boundaries of an Urban Area cannot be freely revised. The Commission's land use designations must "incorporate without change" the Urban Areas designated by Congress [Scenic Area Act, Sections 6(b)(7) and 6(c)(2)]. The Commission may make "minor revisions" to the boundaries of an Urban Area after the Management Plan is adopted [Scenic Area Act, Section 4(f)]. Boundary revisions must be consistent with the procedural requirements and criteria in Section 4(f) of the Act.

Three important procedural requirements are listed in Section 4(f)(1) of the Act: (1) requests to revise an Urban Area boundary must be submitted to the Commission by a county government; (2) the Commission must consult the Secretary of Agriculture before revising an Urban Area boundary; and (3) two-thirds of the Commission members, including a majority of the members appointed from each state, must approve any revision of an Urban Area boundary (votes from four members residing in Oregon and four members residing in Washington).

Section 4(f)(2) of the Scenic Area Act allows the Commission to revise Urban Area boundaries only if the following criteria are satisfied:

A. A demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the Management Plan;

B. Revision of Urban Area boundaries would be consistent with the standards established in Section 6 and the purposes of this Act;

C. Revision of Urban Area boundaries would result in maximum efficiency of land uses within and on the fringe of existing Urban Areas; and

D. Revision of Urban Area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces.

III. RECOMMENDED INTERPRETATIONS OF SECTION 4(f) SUBSTANTIVE PROVISIONS

Introduction and Methodology

The Act's requirements for minor boundary revisions include several substantive provisions. Practical application of these provisions requires some interpretation. In particular, the four criteria in Section 4(f)(2) include terms which may be interpreted in different ways by reasonable people. The nature of such interpretations will influence the type of analysis required to demonstrate compliance with the criteria. Clarification of the meaning of "minor revisions" will also be helpful.

Research into existing and recently-established planning programs helped derive an interpretation of key terms. This included a look at recommendations and requirements for local municipalities in establishing urban growth areas. Planning programs from several states were analyzed to determine whether such efforts were applicable to this situation and what lessons could be learned from the experience of others (e.g. Washington, Oregon, California, Florida and Minnesota).

Valuable perspective and input from officials representing Gorge counties, cities and port districts was also utilized in developing this handbook. Advice and recommendations have been

gathered through meetings, telephone conversations and written communications over the last few months. Regional differences makes the experience of planning programs and state and local leaders in the Pacific Northwest particularly useful.[1]

Minor Boundary Revisions

"Minor revisions" are those boundary changes which do not have a significant effect on surrounding lands outside the Urban Area and beyond the immediate area subject to the boundary change ~~or~~ and those boundary changes which do not result in a substantial expansion of an Urban Area.

Criterion A: "A demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the Management Plan"

Criterion 4(f)(2)(A) should be treated as a two-part criterion. Compliance with the criterion may be achieved by meeting one of the two parts. In either case, a need for the additional land proposed for inclusion in the Urban Area must be demonstrated. This need may be based on the long-range urban population growth requirements or an economic need of the jurisdiction.

To satisfy this criterion in either case, economic growth prospects should be addressed. These may utilize the Commission's Economic Opportunity Study and/or other documentation of economic trends and economic development strategies for the community. A boundary change requested for residential and/or commercial land needed to accommodate long-range urban population growth (and the related infrastructure needs) should be based on economic growth assumptions and employment levels that go with these assumptions. In turn this information may influence the in-migration component of the population projection. A boundary change requested for land needed to provide for industrial development (and related infrastructure) should address the same kind of basic economic development assumptions.

It is recommended the term "long-range" refer to a 20 year planning period, commencing the year of the application. The term "planning period", as used in the handbook, means 20 years. Additional land needed to accommodate long-range population growth requirements should primarily consist of lands needed for residential growth, public facilities and infrastructure, such as roads and parks necessary to support the population growth anticipated during the planning period. A case for adding commercial lands to serve the needs of additional population may be included in this analysis. While additional industrial lands may be needed to provide employment in the community over the next 20 years, it is recommended that this be addressed as an "economic need".

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[1] Sources of information from Washington included the following: "A Growth Strategy for Washington State" (Final Report), Washington State Growth Strategies Commission, September 1990; "The Art and Science of Designating Urban Growth Areas, Phase II - Some Suggestions for Criteria and Densities" (Draft), Washington State Department of Community Development, November 1991; and "Issues in Designating Urban Growth Areas, Part I - Providing Adequate Urban Area Land Supply" (Draft), Washington State Department of Community Development, November 1991. The above referenced draft background reports include suggestions only and do not constitute adopted policies, rules or recommendations by the Washington State Department of Community Development.

Primary sources of information on Oregon's statewide planning program as it relates to Urban Areas were: "Oregon's Statewide Planning Goals", Oregon Land Conservation and Development Commission, 1990; "Oregon's Statutes on Land Use and Planning", Oregon Department of Land Conservation and Development, 1990; "Oregon Administrative Rules" (Oregon Legislature), May 1991.

A number of different factors may be used to demonstrate an economic need exists, including, but not limited to: (1) existing employment needs and future employment needs associated with economic growth assumptions; 2) specific geographic or locational requirements of economic activities of vital importance to the economy of the community; (3) regional market significance of subject Urban Area and requirements of economic uses relative to such factors; (4) infrastructure necessary to the economic vitality of the community; and (5) adverse administrative fiscal impacts relative to Urban Area boundary location.

Proposed minor boundary revisions which are consistent with the other three criteria in Section 4(f)(2) should be considered consistent with the Management Plan pursuant to the last clause in criterion A.

Criterion B: "Revision of Urban Area boundaries would be consistent with the standards established in Section 6 and the purposes of this Act"

This criterion is intended to ensure Urban Area boundary revisions do not adversely affect the resources the Commission is required to protect and enhance under the Act.

Revisions of the Urban Area boundaries must be "consistent with the standards established in Section 6 and the purposes of this Act" [Scenic Area Act, Section 4(f)(2)(B)]. The first purpose of the Act indicates that Urban Area boundary revisions may be allowed if they protect and enhance scenic, cultural, recreation, and natural resources [Scenic Area Act, Section 3(1)].

The second purpose of the Act encourages growth to occur in existing Urban Areas and allows future economic development in a manner that is consistent with the first purpose of the Act [Scenic Area Act, Section 3(2)].

Section 6 of the Scenic Area Act also requires Urban Area revisions to protect and enhance agricultural and forest lands and open space. Agricultural and forest lands and open space means lands in the Management Plan designated Large and Small-Scale Agriculture, Commercial Forest Land, Large and Small Woodland, and Open Space [Scenic Area Act, Sections 2(b), 2(f), and 2(1), respectively].

Section 6 also establishes a standard of protection: new uses, including commercial and residential development and mining activities, cannot adversely affect scenic, cultural, recreation, or natural resources in the Scenic Area. The Commission may approve an Urban Area boundary revision that would not adversely affect these resources.

Adversely affect means "a reasonable likelihood of more than moderate adverse consequences for the scenic, cultural, recreation, and natural resources . . ." [Scenic Area Act, Section 2(a)]. When the Commission considers whether a boundary revision would adversely affect scenic, cultural, recreation, or natural resources, it is required by the Act to look at potential "cumulative impacts." The Commission must consider:

> The relationship between a proposed action [Urban Area boundary revision] and other similar actions [revisions] which are individually insignificant but which may have cumulatively significant impacts... [Scenic Area Act, Section 2(a)(3)]

There is some overlap in the substantive requirements contained in criterion B and criterion D. Both criteria protect agricultural lands, forest lands and open spaces.

Criteria B and D can be distinguished from each other. Criterion B addresses potential effects to all resources on lands within and adjacent to the proposed Urban Area boundary revision.

Cumulative impacts should be considered under criterion B. In contrast, criterion D addresses only potential effects to agricultural and forest lands and open spaces on lands proposed for inclusion in the Urban Area.

The analysis for criterion B that addresses agricultural and forest lands and open spaces on lands proposed for inclusion in the Urban Area should be utilized to address criterion D. Thus, an analysis that shows a proposed Urban Area boundary revision to be consistent with criterion B should satisfy criterion D as well.

Criterion C: "Revision of Urban Area boundaries would result in maximum efficiency of land uses within and on the fringe of existing Urban Areas"

This criterion is intended to promote compact, efficient and orderly urban growth. In doing so, it also discourages scattered "leapfrog" development, sprawl and the negative economic, environmental, visual and social consequences associated with such development patterns. Several key factors may be used to gauge the efficiency of an Urban Area land use pattern. The following are suggested factors in addressing land use efficiency. They are general features typically associated with an efficient land use pattern and thus may not apply in all situations. The extent to which the proposed boundary change would achieve or contribute to efficient land use patterns should be discussed:

- Prevailing development densities are in a range capable of being served in a cost-effective and efficient manner by urban services and facilities;
- Prevailing development densities take advantage of opportunities for levels of development not available outside the Urban Area ("optimal use" of available land and development options);
- The subject jurisdiction has development standards and other provisions in place to ensure efficient site development and lot configuration patterns;
- Areas targeted for urban development are contiguous to or surrounded by areas with existing urban development and services, unless topographic or other physical barriers render such a pattern infeasible in the specific case;
- Buildable lands within existing city limits are targeted for urban development prior to buildable lands outside city limits; and
- Areas already served or readily capable of being served by urban facilities and services are developed prior to lands not currently served or likely to be served in the near future by urban facilities and services.; ~~and~~

It is also recommended that potential effects of the boundary change on the efficiency of land uses in areas outside but adjacent to the Urban Area boundary be addressed ("..on the fringe of existing Urban Areas").

Criterion D: "Revision of Urban Area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces"

Criterion "D" should be applied only to those lands proposed for inclusion in the Urban Area. It should not apply to adjacent or nearby agricultural or forest lands or open space resources.

Analysis of potential adverse effects to adjacent or nearby lands or resources should be addressed under criterion "B".

Criterion "D" will be satisfied outright if the proposed boundary revision does not include lands designated Large-Scale Agriculture, Small-Scale Agriculture, Commercial Forest Land, Large Woodland, Small Woodland, or Open Space.

An analysis should be prepared if the proposed revision includes land designated Large Scale Agriculture, Small-Scale Agriculture, Commercial Forest Land, Large Woodland, Small Woodland, or Open Space. As with "minor revisions", quantitative formulas should be avoided when determining what constitutes a significant reduction of agricultural lands, forest lands, or open spaces. Significance is often a function of values that are not related to the size of an area.

To evaluate the significance of a reduction of agricultural or forest lands or open spaces, it is recommended that the adverse effect standard be used. In the case of agricultural or forest lands, evaluation of adverse effects should consider resource suitability and commercial viability factors. With respect to Open Space lands, it is recommended that the significance of any reductions be based simply on whether the open space resources would be adversely affected.

At a minimum, it is recommended that the following questions be addressed in determining whether the proposed boundary revision would result in a significant reduction of agricultural lands, forest lands, or open spaces:

Agricultural or Forest Lands:

- Are the subject lands suitable for intensive, commercial agricultural production or commercial forest management? Evaluation of suitability should include soil capability, relevant climatic factors, size of contiguous land holding, adjacent land use, land improvements such as irrigation systems, etc.

- Is the area currently under - or has the area in the recent past been under - intensive, commercial farming or commercial forest uses?

- Would a conversion of the land to urban uses substantially impair the economic viability of an existing commercial farm or forest management unit?

Open Spaces:

Would the sensitive and/or significant natural, cultural, scenic or recreation resources contained in an Open Space designation be adversely affected if they were included in the Urban Area? Proponents should assume conversion to urban uses, unless specific local plan provisions or other commitments, such as deed restrictions, ensure protection of these open space values. In evaluating whether such open space resources would be adversely affected by inclusion in an Urban Area, also consider whether application of any existing local, state or federal laws and regulations would adequately protect those resources.

IV. RECOMMENDED INFORMATION TO DEMONSTRATE CONSISTENCY WITH SECTION 4(f)(2) CRITERIA

Criterion A: "A demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the Management Plan"

Demonstrating a Need to Accommodate Long-Range Urban Population Growth Requirements

It is recommended that this provision focus on the need to provide an adequate residential land supply and public facilities and services necessary to support the community's economic growth strategy and the anticipated additional population. In addition to land for residences, the land supply may include such facilities and services as roads, other transit corridors, utility rights-of-way, parks and open space, schools, and sewage treatment and solid waste facilities. To accommodate the commercial service needs of the community (based on the anticipated population in the planning period), additional commercial land may need to be added to the Urban Area if insufficient suitable land exists to meet the need inside this Urban Area. Recommendations regarding analyses that may help demonstrate this need are included after the discussion regarding residential land needs. It is recommended that the need for additional industrial land be addressed under "economic needs".

The analysis which helps to demonstrate that additional land is needed to accommodate long-range residential (and related public facilities) needs can be divided into three steps. The first step involves estimating the anticipated need for housing and necessary support facilities over the planning period. The next step consists of estimating the supply of buildable lands within the Urban Area. Lastly, a comparison of the need with the supply inside the Urban Area will define the extent to which the need can be met within the existing Urban Area.

Several important concepts involved in this analysis should be addressed. Some of the terms describing these concepts have different applications in various contexts. The following definitions are offered to provide for consistent application of these concepts within the Scenic Area.

Buildable lands: Those developable and redevelopable lands that are both suitable and available for residential development within the planning period.

Available lands: Lands that are suitable for development and that are reasonably likely to be available for development within the planning period.

Suitable lands: Those developable and redevelopable lands that are both capable of and appropriate for development, given physical and environmental constraints as well as local policies or other factors affecting land use.

Developable lands: Those vacant lands that are capable of accommodating development, considering physical and environmental constraints, safety hazards, potential capacity to receive urban facilities and services or other factors affecting development capability.

Redevelopable lands: Those partially developed and underdeveloped lands (containing some existing development) that are capable of accommodating additional development, considering physical and environmental constraints, safety hazards, potential capacity to receive urban facilities and services, or other factors affecting development capability.

Partially developed lands: Those lands containing development consistent with the type and intensity of development for which it is planned, but where additional development of the

same type and intensity could be accommodated under the plan (e.g., a single-family dwelling on a 10 acre parcel in an area designated for single-family dwellings at a 1 acre density).

Underdeveloped lands: Those lands containing development of a different type or intensity than that for which it is planned, and where additional development consistent with planned uses could be accommodated (e.g., a single-family dwelling on a 10 acre parcel in an area designated for multi-family housing at a density of 10 units per acre).

The following steps summarize the analysis recommended to demonstrate a need for additional residential land and land devoted to public facilities and services necessary to support the additional population:

Step 1: Estimate the anticipated need for additional residential lands and support facilities over the planning period.

A. Evaluate the community's economic growth prospects. The Urban Area economy is the engine which generates growth in an Urban Area, and new employment opportunities can induce population growth. The analysis should start with an outline of economic development assumptions for the Urban Area and the economic development strategy implicit in these assumptions. This strategy sets forth the economic goals of the community and identifies the sectors of the economy to be emphasized in the years ahead. For data used in employment analyses, the Appendix to the Commission's Economic Opportunity Study on "Population and Demographic Information" may be a useful source. The employment information for Urban Areas can be updated from the 1990 Census returns. Projections for the state as a whole and for its subregions prepared by state agencies may be useful in estimating how a locality can be expected to share in employment forecasts for larger areas. Estimates of future employment levels and economic development strategies provides one basis for estimating net migration rates used in population projections.

B. Estimate the projected population of the Urban Area in 20 years. Several relatively simple methods to forecast population growth of small communities can be utilized. Sources of information and/or technical assistance may include: the U.S. Census; state departments of housing, community development, and employment; research bureaus or social science divisions of local colleges and universities; and private consulting firms. Subtract the current Urban Area population from the total projected population in 20 years to derive the additional population expected in 20 years above current Urban Area population levels.

C. Estimate projected household size in 20 years. Typically, this type of information is derived from census data. Surveys of average household size within the subject Urban Area may be utilized, particularly if the survey information is recent and well-documented.

D. Estimate a housing unit vacancy rate in 20 years. Jurisdictions who have done this before often extrapolate existing vacancy rates into the future.

E. Divide the number derived in A by the number derived in B. Multiply this figure by the vacancy rate plus one (if the vacancy rate is 5%, multiply by 1.05, for example). The resulting number is the estimate of additional households needed in the planning period to accommodate the projected population, adjusted to account for the vacancy rate.

F. Convert this figure into acreage needed to accommodate this quantity of housing. To do this, assumptions about the mix of housing types and densities anticipated for each

housing category in the planning period need to be made. Many jurisdictions have simply extrapolated from the current housing type mix and planned densities (allowed at buildout under the local plan) to derive this figure. As an example, the housing and density mix for Anytown, USA is as follows: 50% is single-family, 4 d.u./acre; 25% is single-family, 2 d.u./acre; and 25% is multi-family, 10 d.u./acre. Assuming this mix and density over the planning period, the amount of land needed to accommodate the anticipated 100 new dwelling units would be:

100 x .50 divided by 4	=	12.5 acres
100 x .25 divided by 2	=	12.5 acres
100 x .25 divided by 10	=	2.5 acres
Total land area needed	=	27.5 acres

G. Adjust this figure to account for public facilities necessary to support the additional population. This figure is derived either through empirical data in the community, or by referencing trends from studies. Small cities and towns typically require 15 to 25% of additional land area beyond that required for housing alone: This land would accommodate transportation systems, utility corridors, parks, schools, and sewage plants. The resulting figure is the adjusted amount of land needed to accommodate anticipated population growth during the planning period.

Step 2: Estimate the supply of buildable lands within the Urban Area.

A. Calculate the existing supply of vacant, partially developed and underdeveloped lands within the Urban Area. Some judgment needs to be made (should be articulated as assumptions) as to when a partially developed parcel is very unlikely to be redeveloped in the planning period. This situation is particularly relevant to parcels where the difference between the existing level of development and the full buildout potential is small. An example of this is a one acre parcel with a dwelling where the plan designation allows a one-half acre density.

B. Calculate the supply of vacant lands that are developable and the supply of partially developed and underdeveloped lands which are redevelopable. To do this, subtract lands that, due to physical or environmental constraints or safety hazards, are not capable of supporting development. Following this, subtract any lands that are not likely to, or capable of, being served by urban facilities and services during the planning period. This may include lands that, although lacking physical constraints, maybe very inaccessible or situated in such a manner that provision of urban facilities and services would be prohibitively expensive. Lastly, subtract lands already committed to some other use that will thus be unavailable for future development (such as lands with approved permits for a use not yet constructed or under construction). The end result is the supply of developable and redevelopable lands.

C. Estimate the supply of suitable, developable and redevelopable lands. The difference between the figure derived in B and those lands that are suitable involves applying local policies or other factors which limit development on lands otherwise capable of supporting additional development. Examples include development restrictions in an established historic district, or locational factors rendering an area unsuitable (such as land capable of residential growth surrounded by and adjacent to a landfill).

D. Estimate the long-range availability of the supply of suitable, developable and redevelopable lands. Even accounting for partially developed lands not likely to be redeveloped, there is still a subset of suitable lands which may never be available for

development, due to market factors, landowner preference, lot configurations, etc. This factor is perhaps the most difficult to assess and defend, but a realistic analysis of land needed to accommodate long-range growth address this. The availability factor is not a measure of what lands are available today, rather it addresses lands which are likely to be available in the planning period. Some studies of this factor exist; it is a newly-evolving area of land use planning. These studies may provide some guidance; as well: as landowner surveys. The studies reveal that, typically, anywhere between 10 to 30% of potentially suitable land may not be available for development over the long range. The resulting figure is the gross acreage of suitable and available buildable lands.

E. Estimate the net acres of buildable land available within the Urban Area. This involves subtracting an estimated percentage of the gross acreage to account for lands needed for public facilities necessary to support the residential growth. Again, either national, regional or state planning studies or empirical observations within the subject jurisdiction (if reflecting recent trends) may be used to justify this estimate. "Ball park" estimates for small cities and towns usually range between 15 and 25% of the gross acreage. The figure derived from this step is the net buildable acres available within the Urban Area.

Step 3: Determine the unmet need for land required to meet long-range urban population growth requirements. By subtracting the estimate of lands needed to accommodate long-range growth from the supply of buildable lands within the Urban Area, the amount of land needing to be added to the Urban Area to meet the long-range need is derived.

Commercial Lands and Accommodation of Long-Range Urban Population Needs:

One component of the land use needs generated by long-term urban population growth is the need for commercial services (including both retail and professional services sectors). Generally, this need can be met for small cities and towns with a much smaller land base than that required for residential land, roads, and other associated public facilities. However, cases may arise where there is an inadequate supply of usable land allocated
for commercial uses to meet the needs of the population. Two different approaches are recommended for jurisdictions that may be faced with this situation. Empirical data gathered either in the subject jurisdiction or nearby communities on typical ratios of commercial square footage per capita (e.g., 250 square feet/1,000 residents) may be used to demonstrate this need. Similar ratios derived from regional or national land use studies may also be utilized.

Demonstrating an Economic Need:

The following summarizes some of the factors which can be helpful in demonstrating an economic need for an Urban Area boundary revision:

1. **Employment needs of existing or projected population:** If the analysis focuses on the needs of the existing population, recent unemployment statistics for the area may be helpful. Seasonal fluctuations in local employment trends, the need for year-round employment, and recent economic trends of the primary industries or other major employers in the area may document a need in this regard. Consideration should be given to employment opportunities in close proximity to the community that may, nevertheless, be outside the Urban Area but within easy commuting distance. Information on the ratio of jobs to housing in the community may also help demonstrate this need, particularly if there is a disproportionately low ratio of jobs compared to housing. Similar information may be used if the focus is the employment needs of the projected population. Future projections of employment needs should relate to the community's economic development strategy, as discussed earlier, under the interpretation of Criterion 'W'.

2. **Geographic or locational requirements of economic activities of vital importance to the economy of the community:** This factor may come into play for industries and related uses with specific locational requirements including lands currently outside the Urban Area boundary. Since new industrial uses are prohibited in the General and Special Management Areas, the need for adequate industrial land to support uses of vital economic significance to the community within the Urban Area is crucial. The significance of particular industrial facilities to the community may be demonstrated, at least in part, by use of the employment statistics described above. Positive or negative fiscal impacts to the local government tax base may be relevant as well.

3. **Regional market significance of the subject Urban Area:** A number of Urban Areas in the Scenic Area function as regional service and trade centers for a larger rural area. These functions may include manufacturing and retailing of equipment for the agricultural industry, and tourist facilities and services for a surrounding recreational area. This factor may relate strongly to factor 2, in that some of the facilities and services serving the regional economy may have specific locational and siting requirements.

4. **Infrastructure improvements necessary to the economic vitality of the community:** This need may involve lands currently outside the Urban Area that are crucial to major infrastructural improvements on which the local economy depends. Good road or boat access to industrial sites is often a key prerequisite to the success of such operations. Other types of infrastructure needs which may be critical to the economic health of a community could include lands needed for sewage treatment plant expansions. Opportunities for future growth may be stymied by inadequate capacities of key public facilities. Locational requirements of such facilities may necessitate a boundary adjustment.

5. **Adverse administrative fiscal impacts:** Where an Urban Area boundary bisects properties, resulting in portions of properties inside the line planned for urban development and services and portions outside limited to rural uses, an adverse administrative fiscal impact may occur. This may particularly be the case if such lands are inside municipal corporate boundaries, and substantial inefficiencies regarding delivery of urban services and land uses result from the boundary location.

Criterion B: "Revision of urban area boundaries would be consistent with the standards established in section 6 and the purposes of this Act"

When preparing an application for an Urban Area boundary revision, applicants should evaluate the presence and nature of scenic, cultural, recreation, or natural resources within the subject area. This can often be accomplished using the resource inventories included in the Management Plan. Other sources of information include federal and state resource agencies.

Natural resources should be clearly identified. Submittal of a detailed map of the affected area will help graphically portray such information.

Scenic Resources

The Commission must consider whether a proposed Urban. Area boundary revision would protect and enhance scenic resources. The Landscape Sensitivity map included in the Management Plan can assist applicants. It ranks areas based upon their (1) ability to be seen from Key Viewing Areas, (2) visual diversity, and (3) ability to absorb development.

Lands ranked as critical or high sensitivity often include prominent landforms that have little vegetation to hide new development. Boundary revisions that include areas of critical or high landscape sensitivity should ensure future development will not detract or impair scenic values as seen from Key Viewing Areas. That is, future development should be visually subordinate. Determinations regarding landscape sensitivity should discuss the urban uses planned for the subject area, and any provisions adopted by local governments that protect scenic resources.

Landscapes that are less prominent and diverse and are covered with forests have moderate, low, or minimal sensitivity. New development can often occur in these areas without adversely affecting scenic resources.

Cultural Resources

It is a goal of the Commission to protect and enhance significant cultural resources. Significance is determined using the criteria in Policy 10 of the Cultural Resources chapter of the Management Plan.

A cultural resource inventory is included in the Management Plan. It was compiled using records from the Oregon State Historic Preservation Office and the Washington Office of Archaeology and Historic Preservation. Because less than 5 percent of the Scenic Area has been surveyed for cultural resources, this inventory is not complete. Reconnaissance and historic surveys of the affected area should be conducted, unless adequate surveys have been conducted in the past. Such surveys should include a surface survey and subsurface testing conducted by a qualified professional. The nature and extent of any cultural resources should be adequately documented. Applicants should consult with the U.S. Forest Service and Gorge Commission regarding technical and/or financial assistance in conducting such surveys.

If significant cultural resources exist in an area affected by an Urban Area boundary revision, their protection needs to be demonstrated to show consistency with this criterion. Applicants should assess the effects of future development on the affected cultural resources and discuss use of applicable mitigation measures to ensure long-range protection. The guidelines in the Management Plan describe specific procedures that should be followed.

The Nez Perce, Umatilla, Warm Springs, and Yakima Indian tribes have treaty rights within the Scenic Area. No action taken by the Commission, including Urban Area boundary revisions, "shall affect or modify any treaty or other rights of any Indian tribe" [Scenic Area Act, Section 17(a)].

Natural Resources

Natural resources include wetlands, streams and ponds, sensitive wildlife habitat, endemic and listed plants, and significant natural areas. The Management Plan defines these terms. It also contains maps that show the general location of natural resources in the Scenic Area. Agencies such as the Oregon Department of Fish and Wildlife, Washington Departments of Wildlife and Fisheries, the Oregon and Washington Natural Heritage Programs, and the U.S. Fish and Wildlife Service can provide site specific information.

The Commission's objective is to keep conflicting uses from encroaching on sensitive natural resources. The natural resource provisions in the Management Plan should be used to determine if an Urban Area boundary revision would adversely affect natural resources.

Adverse affects on sensitive natural resources can often be avoided by careful siting and conditions on new development. Buffers are an important tool to protect and enhance many

natural resources. Applications should address any provisions adopted by the local government that may protect natural resources, or other applicable state or federal regulations which provide such protection.

Recreation Resources

The Act requires public and private recreation resources must be protected and enhanced. These include, but are not limited to, education and interpretive facilities, campgrounds, picnic areas, boat launch facilities, and river access areas.

The Commission is required to consider if an Urban Area boundary revision would adversely affect existing or planned recreation facilities. Applicants should determine if existing or planned recreation resources exist within the affected area. The Forest Service prepared an inventory of existing recreation, facilities. The Management Plan includes a Recreation Development Plan. This plan identifies high priority recreation projects that could be developed in the future.

To be consistent with this criterion, proposed boundary revisions should not introduce uses that conflict with important recreation resources. This can include adverse effects on lands adjacent to the boundary revision area. The Management Plan contains techniques to help avoid such conflicts, including buffer zones and site planning.

Agricultural and Forest Lands and Open Space

The Commission will consider whether an Urban Area boundary revision would adversely affect adjacent lands designated Large or Small-Scale Agriculture, Commercial Forest Land, Large or Small Woodland, or Open Space. These lands are shown on the Land Use Designation map that is included in the Management Plan. Potential effects to agricultural lands, forest lands or open spaces within the proposed area may be addressed under criterion D. This information is need to satisfy both criteria B and D.

Uses that conflict with agricultural or forest practices or open space resources should not be introduced on adjacent lands. High density residential or commercial development adjacent to resource lands may in some circumstances force farmers and timber managers to curtail accepted management practices that are considered a nuisance. The effects of high density development, such as vegetation removal and stormdrain runoff, may pollute wetlands and streams, compromise wildlife habitat, and adversely affect other open space resources.

Applicants should address the offsite effects that would result from urban uses planned for the subject area. Resource specialists from federal and state agencies or private consultants can provide valuable assistance. Mitigation plans and local ordinances may help to reduce otherwise significant effects to an insignificant level.

Criterion C: "Revision of urban area boundaries would result in maximum efficiency of land uses within and on the fringe of existing urban areas"

The following summarizes some of the information which may be used to document that a boundary revision will result in maximum efficiency of land use within and on the fringe of the existing Urban Area:

1. **Prevailing densities allow for cost-effective, efficient delivery of services and make optimal use of development opportunities:** A strong relationship between prevailing densities of development and cost-effective, efficient delivery of services has been

documented in the planning literature. Generally, provision of sewer service and some other types of urban services and facilities in a cost-effective, efficient manner is associated with prevailing densities greater than 2 dwelling units per acre. Sewer service is often a key limiting factor in accommodating additional urban development, and frequently requires a greater public investment per capita than other public facilities or services. Information on existing or planned densities, as they relate to existing or planned infrastructure systems, may help document efficiencies of land use. System capacities, planned expansions and data on per capita costs of service delivery may also be relevant.

In a related vein, areas where existing land uses are substantially less intensive than the use planned for the area (underdeveloped) may create land use inefficiencies. Making optimal use of the available land base is an important feature of an efficient land use pattern. Data comparing existing densities with those allowed for in the local plan may illustrate the degree of efficiency relative to this factor.

2. **Contiguity of areas targeted for urban development with areas having existing urban development and services:** This factor encourages compact, orderly growth patterns and discourages scattered, "leapfrog" development and low-density sprawl. Skipping over .lands contiguous with existing urban development to focus on outlying areas often results in a land use pattern that is very costly to service. This factor closely relates to the factors described above regarding densities/cost-effectiveness of service delivery. Maps and supporting reports showing the spatial relationships between areas targeted for urban development and areas with existing urban development and facilities would be relevant in evaluating this factor. In some cases, topographic or other physical barriers may prevent the establishment of contiguous, phased growth patterns consistently throughout an Urban Area.

3. **Areas already served or readily capable of being served by urban facilities and services are developed prior to areas not served or readily capable of being served by urban facilities and services:** Infilling into areas where urban facilities and services exist or are imminent before channeling development into other areas is also closely related to avoiding "leapfrog" development and the establishing logical, orderly growth patterns. Cost-effective, efficient service delivery is strongly influenced by this factor. Much of the recommended information discussed above may be used to demonstrated how the community is planned to expand in a logical sequence.

4. **Buildable lands within existing city limits are targeted for urban development prior to buildable lands outside city limits:** Annexation of lands to a city is a common tool used to encourage orderly and efficient urban growth. Local and/or state policies often significantly limit the extension of urban facilities and services (and the associated higher densities) outside of city limits. Maps and supporting materials showing the relationship of areas targeted for growth with existing city limits may illustrate how proposed boundary revisions address this factor.

5. **Efficient site development and lot configuration patterns are achieved by local development standards and other provisions:** Many local ordinances contain standards for site development and land divisions that facilitate efficient development patterns. Such provisions may include: prohibition on creation of "flagpole" lots and difficult to access lots (as related to existing circulation systems), setback standards, lot coverage standards, planned unit development provisions, etc.

Criterion D: "Revision of Urban Area boundaries would not result in the significant reduction of agricultural lands, forest lands, or open spaces"

If a proposed boundary revision includes lands designated Large-Scale Agriculture, Small-Scale Agriculture, Commercial Forest Land, Large Woodland or Small Woodland, the following information is recommended:

1. Suitability for intensive, commercial agricultural production or forest management:

    a. U.S.D.A., Soil Conservation Service agricultural capability rating (Classes I VIII) for agricultural land, U.S D.A. Soil Conservation Service woodland suitability site index or other site index measures for forest land;

    b. Size of parcel and/or contiguous land holdings;

    c. Adjacent land use and parcel pattern;

    d. Ownership classes of subject and adjacent lands, for forest lands (private, public, industrial timber companies);

    e. Relevant land improvements (irrigation system, water storage, roads, etc.);

    f. Any other factors relevant to agricultural land or forest land suitability (e.g. climate, prior land use commitments).

2. Current use status:

    a. Field visit reports, air photos, letters from landowners or lessees regarding status of subject area's current and past land use;

    b. Similar information for adjacent lands.

3. Potential to impair economic viability of commercial farm or forest unit

    a. Information on nature of current farm or forest operation in subject area (if applicable), potential economic loss from boundary change and conversion to urban uses;
    b. Other relevant data to document potential impact of boundary change on economic viability of the operation.

Some of this information is contained in the soil surveys compiled for each county by the U.S.D.A. Soil Conservation Service. Information on parcel and ownership patterns and land uses is available at county or city planning and building departments, or the offices of the Commission or Forest Service. Information on current use may be provided by air photos, which are also available at the Commission or Forest Service offices and in some cases, local planning departments. Information on the nature of an existing operation should come from operators and/or landowners.

If a proposed boundary change includes lands designated Open Space, the information recommended under criterion 4(f)(2)(B) should be utilized to determine whether sensitive and/or significant scenic, natural, cultural or recreation resources exist in the subject area. If this is the case, a demonstration should be provided that local policies, state or federal laws or other measures to protect these resources will be applied.

Sources of information on the presence of sensitive and/or significant resources include resource inventories of the Commission and Forest. Service, state and federal resource agencies, county and city resource inventories, and those maintained by tribal governments.

V. RECOMMENDED ADDITIONAL ANALYSIS TO DEMONSTRATE CONSISTENCY WITH SECTION 4(f)(2) CRITERIA

In addition to the materials described in Section IV, the Gorge Commission recommends counties address the following points to provide a complete analysis of demonstrating need for the boundary expansion, minimize impacts on gorge resources and agricultural, forest, and open space lands, and demonstrate efficient urban growth.

A. A county should first demonstrate the need for additional land to accommodate long-range urban population growth requirements or economic needs cannot be met on land inside the existing urban area using a population forecast, employment forecast, land need analysis, buildable lands analysis and other studies if necessary.

B. If the need for land cannot be met inside the existing urban area (as demonstrated under A above), a county should demonstrate the need cannot reasonably be met on lands in nearby urban areas or on land outside the NSA. To demonstrate whether lands in nearby urban areas, or outside the NSA are not reasonable, a county should provide analyses of those lands considering efficient land use, physical constraints (topographical, geological, etc.), sensitive resources (scenic, cultural, natural, recreation), other protected resources (agriculture, forest), practicability of providing public services, state law restrictions and priorities for urbanization, and other relevant factors.

C. If lands under A and B above cannot meet a county's need, the county should demonstrate lands proposed for inclusion in an urban area have been considered in the following priority:

1. A county should first consider lands in the General Management Area that meet at least one of the following characteristics:
    a. Identified in the Management Plan as developed settings exempt from visual subordinance guidelines (Management Plan, p. I-1-29);
    b. Served by or readily served by existing public sewer, water and roads;
    c. Land designated Residential (committed to residential use); or
    d. Providing a connection to lands outside the NSA suitable for urban development.

2. If lands under paragraph (1) of this subsection are inadequate to accommodate the amount of land needed, a county may consider lands in the GMA that meet at least one of the following characteristics:
    a. Designated agriculture or forest, with marginal value for commercial agriculture or forest management as demonstrated by the information specified above in Section IV, Criterion D. Give lands designated Small-Scale Agriculture and Small Woodland higher priority over land designated Large-Scale Agriculture, Large Woodland, and Commercial Forest; or
    b. Having significant scenic, cultural, natural, or recreation resources, but development can avoid those resource areas, or adverse effects of development can be mitigated consistent with the purposes and standards of the Scenic Area Act.

D. Land described in C(2) may be included in an urban area if land in C(1) is inadequate to accommodate the amount of land needed under Criterion A of the NSA Act Section 4(f) for one or more of the following reasons:
   1. Specific types of identified land needs cannot be reasonably accommodated on higher priority lands;
   2. Future urban services could not reasonably be provided on higher priority lands due to topographical, geological or other physical constraints: or
   3. Maximum efficiency of land uses within a proposed urban area boundary requires inclusion of lower priority lands in order to include or to provide services to higher priority lands.

E. All lands surrounding the urban area should be analyzed to determine the locations for revisions that best meet this section.

(DRAFT)

Guiding Principles for Urban Area Boundary Revisions

- Urban areas are an integral part of a strong, healthy, and dynamic Columbia River Gorge National Scenic Area (NSA).

- Urban areas and the rural landscapes and wild lands that surround them are interdependent. The scenic and recreational amenities of the rural landscape and wild lands support the economies of urban areas by drawing visitors to the region and by making the urban areas more attractive places to live and work. Vibrant and livable urban areas help protect the open space, farmland, forest, natural beauty, and critical environmental areas of the NSA by drawing growth into these urban places.

- Each urban area is distinct in its people, places, and local identity. Maintaining each community's character and sense of place is important.

- The Gorge Commission encourages urban area boundary revision proposals to be developed as part of comprehensive processes of visioning an urban area's future and developing a growth management strategy.

- The Gorge Commission encourages urban areas to enhance and protect the character of their communities through downtown preservation, design standards, careful mixed-used development, and other strategies that support a range of employment and housing opportunities and choices.

- The Gorge Commission encourages urban areas and counties to seek opportunities to coordinate with neighboring urban areas (including across state lines) when developing growth management and economic development plans.

- The Commission welcomes opportunities to work with local, state, federal, and Tribal governments and the public to support healthy urban areas and protect Gorge resources.

The Commissioners asked clarifying questions and discussed the Wasco County Enforcement Ordinance.

Commissioner Middaugh made a motion to find the ordinance consistent with the National Scenic Area Act and the Management Plan. Commissioner Davis seconded the motion.

A vote was taken and was approved unanimously (9 ayes).
Harold Abbe-aye
Judy Davis-aye
Sara Grigsby-aye
Walt Loehrke-aye
Carl McNew-aye
Jim Middaugh-aye
Joe Palena-aye
Joyce Reinig-aye
Barbara Roberts-aye

Break

Rules Committee Report
Rules Committee Chair Judy Davis and Planner Jennifer Ball Kaden provided a summary of the Rules Committee recommendation to revise the Urban Areas Boundary Revisions Handbook and to adopt an accompanying statement of guiding principles (see attachment E).

Commissioner Middaugh said he had lots of questions and suggestions and asked how to proceed. The Commission discussed the process to publicly address questions and discuss suggested changes. Commissioner Davis suggested the Commission hear public comment and then discuss ideas and further staff work.

Chair Reinig said due to budget constraints impacting the agency's work plan, there are very limited resources to work on such a complex issue. Further, the Commission has publicly announced that it will not accept Urban Area Revision applications due to budget constraints.

Commissioner Abbe said the issue is complex and the item will be better handled during Plan Review.

The Commission conducted a public hearing on the Rules Committee recommendation.

Public Comment
Thomas Nicolai of Portland, OR provided comments on the proposed revisions (see attachment F).

Dave Berger of Lyle, WA said he appreciates the opportunity to provide comments at both the Commission and Committee meetings. He said cumulative effects must be addressed and suggested a broader composition of Rules Committee members.

Dan Durow of the City of The Dalles, OR said changing the word from "or" to "and" in the interpretation of “minor revision” is a substantial change which he does not support for several reasons. He urged the Commission not to make this recommended change.

Todd Cornett, Wasco County Planning Director provided comments that are generally supportive of the proposed handbook revisions (see attachment G).

Mary Repar of Stevenson, WA provided comments and does not support the proposed revisions and additions to the handbook (see attachment H).

Michael Lang, Friends of the Gorge said the Scenic Area Act limits Urban Area boundary revisions to "minor" revisions. He said revising the advisory handbook does not truly assist the public and is not what the Rules Committee was tasked to do. He suggested the Commission and Rules Committee focus on rule amendments rather than handbook revisions.

Cindy Walbridge of the City of Hood River, OR said the City is bordered by high value farmland and the Scenic Area. She provided comments on the proposed handbook revisions that do not support the proposed revisions and additions to the handbook (see attachment I).

Gary Fish of Oregon Department of Land Conservation and Development (DLCD) said on behalf of the DLCD Director, he advises a slow approach to this complex issue. He said if funding constraints are an issue, it would be better not to undertake this work and recommends not adopting handbook changes without further consultation with Oregon and Washington.

Lunch 12-1:15 p.m.
Chair Reinig called the meeting to order at 1:15 p.m.

Rules Committee Report-continued
Commissioner Davis suggested postponing further consideration of this item until the agency workplan is discussed. The Commission discussed this suggestion.

Commissioner Loehrke said our workplan currently shows that there is no capacity to work on this issue.

Commissioner Middaugh made a motion to postpone work on the Urban Area Boundary Revision Handbook until the Commission discusses the agency work plan and agency priorities. Commissioner McNew seconded the motion.

A vote was taken and approved unanimously (10 ayes).

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June 9, 2009

HAND DELIVERY

Columbia River Gorge Commission
PO Box 730
1 Town & Country Square
57 NE Wauna Avenue
White Salmon, WA 98672

Re: Proposed Revisions to the Urban Areas Boundary Revisions Handbook ("Handbook")

Dear Commissioners:

By letter dated May 4, 2009, sent to Ms. Jill Arens, Executive Director of the Columbia River Gorge Commission, I addressed the concept of "cumulative impacts", as described in the National Scenic Area Act (the "Act") and as discussed in the Handbook. I understand a copy of this letter has previously been provided to you. I have attached to this letter a copy of my May 4 letter to serve as background and be part of the public testimony I am giving this morning.

My May 4 letter stands for the following propositions:

1. The concept of "cumulative impacts", as described in the Act's definition of the term "adversely affect", does not apply to Urban Area boundary revisions by the very terms of that definition.

2. The Act does not require that the concept of "cumulative impacts" be applied to Urban Area boundary revisions, notwithstanding contrary assertions in the Handbook.

3. The Act does not authorize use of the concept of "cumulative impacts" to condition approval of a boundary revision for one Urban Area upon considerations relating to another Urban Area, whether nearby or not.

4. The Act authorizes the Commission to determine whether a proposed boundary revision "adversely affects" Gorge resources on a single Urban Area-specific basis only, not with reference to other Urban Areas, whether nearby or not.

The proposed revisions to the Handbook before you today consist of the addition of a set of "Guiding Principles" and a final section containing "recommended additional analysis to demonstrate consistency with the Section 4(f)(2) criteria". As a whole the Guiding Principles contain language that in tone and substance appears to set the proper course for relationships between the Gorge Commission and Urban Areas consistent with the intention of the Act. For example, the Guiding Principles recognize that "each Urban Area is distinct in its people, places, and local identity" and states that the Gorge Commission "encourages" Urban Areas to take a broad view of boundary revision proposals and "to seek opportunities to coordinate with neighboring Urban Areas" in connection with growth management and economic development planning. In contrast, however, the recommended additional analysis is not consistent with the emphasis placed by the Guiding Principles on encouragement by the Commission and voluntary cooperation among Urban Areas. Rather, the proposed new section is suggestive of mandatory policies or rules. For example, throughout the recommendations, it is stated that a county "should" perform certain analyses; the word "should" connotes duty or obligation. Better would be to say that the Gorge Commission urges or encourages counties to do or take into account various things when proposing a boundary revision. The change from "a county shall" in earlier drafts of the recommended additional analysis to the phrase "a county should" in the current draft is insufficient to minimize the possibility that recommendations will become or at least be perceived as requirements or conditions of approval. A concern was expressed at the last Rules Committee meeting that the Guiding Principles might be perceived as conditions of approval and this concern is magnified given the recommended additional analysis.

As written, the recommended additional analysis has the potential to create more confusion and contention than clarity over Urban Area boundary revisions. This potential could be reduced or possibly eliminated by the following suggested changes:

1. Add a statement to the Guiding Principles and the new section of recommended additional analysis to the effect that they are not conditions of approval for an Urban Area boundary revision; only a Rule formally adopted by the Commission can establish conditions of approval.

2. In the introductory paragraph to the recommended additional analysis, change language to state that the Gorge Commission urges or encourages rather than recommends that counties do the things listed, and change the section heading consistently.

3. In part (B) of the proposed new section, change the concept of demonstration of need to a concept of consideration of opportunities in nearby urban areas or land outside the NSA. The additional cost and administrative burden represented by the sorts of unauthorized demonstrations described are more likely to frustrate rather than facilitate the Urban Area boundary revision process and benefits intended by the Act.

Absent such changes, the Guiding Principles and recommended additional analysis should not be adopted. If such changes are made in a spirit of staying true to the intent of the Handbook, it would also be consistent and prudent to make similar corrective changes in those portions of the Handbook's discussion of "cumulative impacts" that have been identified in my attached letter of May 4.

Thank you for this opportunity to provide public testimony on this very important issue of Urban Area boundary revisions.

Very truly yours,

Thomas R. Nicolai

Attachment

Nicolai, Thomas

From: Nicolai, Thomas
Sent: Monday, May 04, 2009 5:16 PM
To: 'arens@gorgecommission.org'
Subject: Urban Areas Handbook--Cumulative Effects

May 4, 2009

Ms. Jill Arens
Executive Director
Columbia River Gorge Commission
1 Town & Country Square
P.O. Box 730
White Salmon, WA 98672

Re: Urban Areas Boundary Revisions Handbook, Dated February 11, 1992 (the "Handbook")

Dear Jill:

The purpose of this letter is to demonstrate as incorrect the statements made in Part III of the Handbook that "cumulative effects" analysis is required in connection with minor revisions of Urban Area boundaries—and to suggest alternative interpretations of key terms applicable to such boundary revisions.

In Part I of the Handbook, it is stated that Section 4(f)(2) of the National Scenic Area Act (the "Act") contains "several key terms that may be interpreted in different ways. * * * The handbook recommends interpretations of these key terms* * * This handbook serves as a guide, offering recommended interpretation and analysis tools. It is <u>not</u> intended to be used as <u>mandatory</u> rules or policies, nor is it exhaustive." (emphasis added)

Part III of the Handbook discusses the four criteria in Section 4(f)(2) of the Act concerning minor revisions of Urban Area boundaries. The second criterion ("Criterion B") of Section 4(f)(2) reads: "(B) Revision of Urban Area boundaries would be consistent with the standards established in Section 6 and the purposes of this Act." The first sentence of the portion of Part III discussing Criterion B states: "This criterion is intended to ensure Urban Area boundary revisions do not adversely affect the resources the Commission is required to protect and enhance under the Act." The Handbook's interpretation of Criterion B is incorrect as to both the applicability of the term "adversely affect" to boundary revisions and the scope of the criterion itself. The ensuing paragraphs of the Handbook do not support this interpretation of Criterion B, as demonstrated by the following discussion.

The Act provides a specific definition of "adversely affect". This definition contains language which the proponents of "cumulative effects" analysis claim requires application of such analysis to Urban Area boundary revisions. In apparent agreement with the proponents, but in conflict with its opening disclaimer of advocating mandatory rules, the Handbook states:

> "When the Commission considers whether a boundary revision would adversely affect scenic, cultural, recreation, or natural resources, it is required by the Act to look at potential cumulative impacts. The Commission must consider:
>
> > "The relationship between a proposed action [Urban Area boundary revision] and other similar actions [revisions] which are individually insignificant but which may have cumulatively significant impacts* * *" (emphasis added)

That the Handbook's position regarding the applicability of the term "adversely affect" and "cumulative effects" analysis to boundary revisions is faulty can be demonstrated in several ways.

First, the plain language of the definition of "adversely affect" simply does not fit Urban Area boundary revisions. As a practical matter given their very nature and context, it is difficult if not impossible to imagine an Urban Area boundary revision which is likely to be considered "individually insignificant", let alone several Urban Area boundary revisions which are each "individually insignificant but which may have cumulatively significant impacts." Recognizing the materially different character and context between Urban Area boundary revisions and project-specific development actions, "cumulative effects" analysis does not apply to Urban Area boundary revisions under the "adversely affect" standard, nor should it.

Second, the NSA Revised Management Plan's definition of "cumulative effects" stands in opposition to the Handbook's position that the term "action" in the "adversely affect" definition includes an Urban Area boundary revision. At the core of the Management Plan's definition is the notion that the term refers to

> "combined effects of two or more activities. The effects may be related to the number of individual activities, or to the number of repeated activities on the same piece of ground. Cumulative effects can result from individually minor but collectively significant actions taking place over a period of time." (emphasis added)

The language of the "adversely affect" definition concerning the relationship between "a proposed action and other similar actions which are individually insignificant but which may have cumulatively significant impacts* * *" seems logically to apply to separate but related actions pertaining to a specific matter, such as a development project.

Third, at least one Gorge County has interpreted "cumulative effects" under its land use regulations in a manner contrary to the Handbook's recommendation. The Berkheiser Gorge Appeal was an appeal in Clark County, Washington, by the Columbia River Gorge Commission of an approved development application for a single-story residence where the Commission attempted to extend the reach of cumulative impacts analysis beyond the residential dwelling at issue to potential future actions in the surrounding area. In denying the Commission's argument, the Board of Commissioners decision relied on the following analysis:

> "The Appellant appears to assume that the cumulative impacts analysis called for in CCC 18.334.520(2)(c) is the same as is required under the National Environmental Policy Act ("NEPA") or other federal environmental laws. A close reading of CCC 18.334.520(2)(c), however, confirms that the scope of the cumulative impact analysis is substantially different and more narrow than under these federal laws. Moreover, the notion of cumulative impacts does not apply in this instance where a single house is proposed. As staff correctly point out, this is

not a multi-phase or multi-component development; it is a single house. The development of the surrounding vacant parcels is not part of this proposal and therefore should not be part of the applicant's (or the Director's) analysis. Any development on nearby vacant parcels will be subject to their own review and Gorge permit as required by CCC 40.240.030." (*See Berkheiser Gorge Appeal, Staff Report & Recommendation to the Board of County Commissioners, Clark County Case Number APL 2004-00012.*)

[NOTE: To my knowledge this decision has not been modified or reversed. If I am in error, I trust Commission counsel will provide appropriate correction.]

There are further problems with the Handbook's interpretation of Criterion B. For example, the Handbook says in the fourth paragraph of the Criterion B portion of Part III that "Section 6 of the Scenic Area Act also requires Urban Area revisions to protect and enhance agricultural and forest lands and open space." (emphasis added) This is a myopic, unbalanced assertion based on an incomplete reading of Criterion B. Rather, Criterion B requires that boundary revisions "be consistent" with the standards of Section 6 and the purposes of the Act. It must be remembered, but seems often to be forgotten, that the Act includes as one of its purposes the protection of Gorge communities and their economies, not only the protection of scenic, cultural, recreation, and natural resources.

In the same vein, in the fifth paragraph it is stated that: "The Commission may approve an Urban Area boundary revision that would not adversely affect these [scenic, cultural, recreation, and natural] resources." This assertion is, again, selectively incomplete as regards express language in the Section 6(d) standards and ignores possible implications of a strict application of such language, rather than balanced application with the Act's purposes. For example, subsection 6 of Section 6(d) of the Act, unlike subsections 7, 8 and 9, does not contain "adversely affecting" language. Does this mean that under strict application of this language difference an Urban Area boundary revision for the purpose of industrial development can be permitted without regard to adverse effects? Or must it be "consistent with" Section 6 standards and the purposes of the Act notwithstanding such language difference? That is to say, the better interpretation would appear to be that the Urban Area boundary revision criteria are to be applied in a discretionary way that achieves balance among all stated standards and all stated purposes of the Act.

If it is true that Urban Area revisions are required solely to "protect and enhance" agricultural and forest lands and open space, as stated in the Handbook, does not such interpretation render impossible boundary revisions for a broad array of urban purposes? Is that not an interpretation that destroys rather than promotes the intended and necessary balance between the resource protection and the Gorge communities protection purposes of the Act?

For the reasons discussed above, the interpretations and recommendations of the Handbook concerning the applicability of "cumulative effects" analysis to Urban Area boundary revisions should be viewed skeptically—not as authoritative and binding—and with an open mind regarding possibly more reasonable and compelling interpretations. Such would be in keeping with the Handbook's own acknowledgements regarding possible alternative interpretations of key terms relevant to Urban Area boundary revisions. To this end, the alternative interpretations discussed above are offered for your consideration.

Please distribute this letter to all Commissioners.

I will be happy to respond to any questions that you or the Commissioners may have.

Very truly yours,

Thomas R. Nicolai

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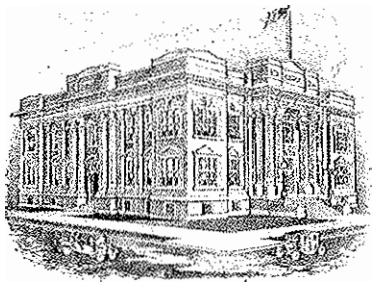

WASCO COUNTY

Wasco County Court
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Dan Ericksen, *County Judge*
Sherry Holliday, *County Commissioner*
Bill Lennox, *County Commissioner*

MEMORANDUM

T0: Columbia River Gorge Commission
Jill Arens, Executive Director, Gorge Commission

FROM: Wasco County Court

DATE: June 9th, 2009

SUBJECT: Comments for June 9th, 2009 Gorge Commission Hearing – Urban Area Boundary Revision Topic.

Chair Reinig, members of the Commission, thank you for allowing Wasco County to provide comments on the proposed amendments to the Urban Area Boundary Revisions Handbook.

Handbook Amendment vs. Rule Making:
Wasco County was supportive of the proposal to have a negotiated rulemaking process facilitated by an outside agency to create new urban areas revision rules. We still feel this would result in the best possible outcome. However, given the current fiscal situation and the inability to hire an outside agency we do not believe Commission Staff will have the ability to create new rules in a timely manner. Therefore, we support amending the Urban Areas Boundary Revision Handbook as a reasonable alternative.

Amending the handbook to provide as much clarity as possible will be greatly beneficial to local jurisdictions. Prior to even submitting an urban area revision to the Gorge Commission local jurisdictions will be required to spend a tremendous amount of resources including but not limited to hiring consultants to conduct studies, creating supporting documentation, doing public outreach and conducting city and county hearings. The clearer the guiding principles are to local jurisdictions at the beginning of the process the better they can tailor the application to meet those principles creating a greater likelihood for success and minimizing the expenditure of local resources.

Comments/Recommendations: Wasco County also has comments related to several issues that have been discussed during the Rules Committee Meetings.

Cumulative Impacts: We are in agreement with the Rules Committee recommendation to retain cumulative impacts as it is currently included in Criterion B and not addressing it within the interpretation of "minor".

No Net Loss: We are in agreement with the Rules Committee recommendation to not include the concept of "no net loss" within the interpretation of "minor". This concept would unfairly constrain the natural growth of cities and their ability to provide efficient urban services unless they could negotiate with public or private landowners for exchangeable lands that could be brought into the National Scenic Area, a prospect that is very unlikely.

Prioritization of Lands: We agree with the Rules Committee recommendation on the new prioritization of lands language. This is largely consistent with the State of Oregon's prioritization of lands to be included in an urban growth boundary as established in ORS 197.298 and will minimize conflict between the two standards.

Regional Analysis: We are in support of the requirement to conduct an alternatives analysis on nearby lands outside of the National Scenic Area. However, we are not in support of requiring an analysis of nearby urban areas as a possibility for accommodating future growth. This would not simply be one jurisdiction taking another's growth. It would be forcing a regional approach to urban development. Urban areas have distinct and varying visions of the future with regards to density and growth. Requiring two urban areas in the same state to reach a shared vision on the intricacies of land use needs, economic development and the provision of urban services is analogous to an arranged marriage between two incompatible people. Put one of those jurisdictions in a separate state and the marriage is now between two incompatible people who do not even speak the same language. Wasco County is concerned this requirement will be interpreted too strictly and be a thinly veiled way to preclude urban area boundary revisions.

Rural Reserve: An innovative strategy that should be considered is the use of Rural Reserves. A Rural Reserve is a concept that is currently being explored in the Portland Metro area. In short, jurisdictions designate lands that would be off limits for future urban area expansions for the next 50 years. The benefit in the Portland Metro area will be to ensure the retention of prime agricultural ground and eliminate those areas from consideration every time there is a need to expand urban areas. Concern has been expressed that urban area revisions will impact identified resources and lead to a significant reduction in National Scenic Area acreage. If Rural Reserves were an option that could be employed as part of the application and approval, local jurisdictions could help alleviate the fear of continual reductions of the National Scenic Area and impacts to its identified resources by putting certain areas off limits. A simplified version of what is being used in the Portland Metro area should be considered by the Commission as an option to local jurisdictions as part of an urban area boundary revision process.

Mary J. Repar
6971 E. Loop Rd., #2
Stevenson, WA 98648
Tel: 509.427.7153

08 June 2009

Columbia River Gorge Commission
#1 Town & Country Square
P.O. Box 730,
White Salmon, Washington 98672
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E-mail: info@gorgecommission.org

Re: Proposed revisions and additions to the Urban Areas Boundary Revisions Handbook and Proposed Guiding Principles

Dear Chair, Members, and Director,

The fatal flaw in the Rules Committee's (RC) proposal is that changing the Handbook does not legalize the Rule [Commission Rule 350-40] for urban area boundary revisions. If the handbook serves only as a "guide," as stated on p. 2 of the RC's memo, then there must be a rule that follows the National Scenic Area Act, on which this guidance is based, mustn't it?

The case-by-case basis for deciding whether a boundary revision is minor, that the RC is recommending, is asking for trouble. The Gorge Commission must define "minor" and once "minor" is defined, the urban areas will have a definite definition upon which to base their revision requests. What seems to be getting lost in all of the effort to come up with some way to finagle a Rule or some kind of guidance for development is that urban areas are constrained by the first part of the NSAA.

The NSAA is quite specific as to what revision of urban boundaries entails. ***§ 544b, Sec. 4, Establishment of scenic area, (f) Revision of urban boundaries, states: (1) Upon application of a county and in consultation with the Secretary, the Commission may make minor revisions to the boundaries of any urban area identified in subsection (e) of this section. A majority vote of two-thirds of the members of the Commission, including a majority of the members appointed from each State, shall be required to approve any revision of urban area boundaries. (2) The Commission may revise the boundaries of an urban area only if it finds that – (A) a demonstrable need exists to accommodate long-range urban population growth requirements or economic needs consistent with the management plan; (B) revision of urban area boundaries would be consistent with the standards established in section 544d of this title and the purposed of sections 544 to 544p of this title; (C) revision of urban area boundaries would result in maximum efficiency of land uses within and on the fringe of existing urban areas; and (D) revision of urban area boundaries would not result in significant reduction of agricultural lands, forest lands, or open spaces."***

These are not a pick-your-flavor-of-revision rules! They are all threaded together to prevent urban area expansion. We cannot just say that we need to expand the urban boundaries because we have population growth. All the other requirements of the NSAA must also be considered and if they are, then there will and cannot be any urban expansion—because human population would continue to increase but the resources are finite. That's how Congress decided to control growth in the NSA.

There is nothing in the NSAA that I have read that would lead anyone to assume that Congress intended for the Gorge Commission (GC) to concern itself with the urbanization of lands outside the NSA. Any urbanization outside the immediate area of the NSA will have an impact on the resources inside the NSA. Cumulative impacts do not recognize human boundaries. If land need cannot be met inside an existing urban area (p. 3, third paragraph from the bottom) and A through D ***[§ 544b, Sec. 4, (f)]*** cannot be satisfied, then there cannot be any minor revisions of urban boundaries and it is not the job of the GC to plan for urbanization outside the NSA. Growth is not limitless in the NSA. Population growth cannot be limitless either. **Resource protection is the ultimate goal of the NSAA, not the urbanization of the Gorge.** More growth means more resource depletion.

My recommendation to the commission on this whole urban area boundary revision issue is to: 1) define "minor"; 2) stick to the spirit of intent that is the NSAA—the minutes from the 16 June 2008 GC meeting (which I have e-mailed to you all) should be the guiding light for your deliberations on this definition. Minor means minor and we all know that it doesn't mean urbanization!; 3) the GC budget isn't going to be enough to work on the revisions and additions to the Handbook and the Rules. **The money just isn't there, so why not table the entire issue and concentrate on your first priority--protection of the scenic, cultural, natural, recreational, and economic resources of the National Scenic Area and the Vital Indictors Project and the cumulative impacts analyses for the Gorge?**

Let's all take a step back and see where we are before we go over the cliff. Thank you for the opportunity to address you. You have a difficult job but it might be easier if we all remember the following, guiding purposes:

16 USC 544a
The purposes of this Act are —

> **(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).**

No revisions mentioned here..

/e-signature/Mary J. Repar
08 June 2009

I

June 9, 2009

Chair Reinig and Commission:

I am here representing the Hood River City Council. The City has not commented or testified on any land use actions for rules changes since the Act was signed.

I have been attending the meetings of the Rules Committee about revisions to the Urban Area handbook. The City comes to these discussions with no pre-determined agenda. The Hood River Valley School District application has been suspended, and did not originate with the City. In fact, we worked hard with the school district in finding the 17 acre parcel within the UGA they are likely to purchase.

According to the Oregon Statewide land use goals the City must maintain a 20 years supply of commercial/industrial and residential lands. In 1986 when the line was drawn, the Urban Area for Hood River was the 20 year supply adopted in 1983, but with the understanding that provisions for UA changes were included in the Act.

The Hood River UGA is bordered by only high value farmland or lands in the National Scenic Area resulting in a request by the City to expand (now or later) very difficult to justify to either the Gorge Commission or LCDC. The Rules Committee has made a recommendation to the Commission to amend portions of the Handbook that could potentially allow a "minor revision" substantially more difficult to justify.

By changing one work – "or" to "and" – the threshold for considering a boundary revision minor is raised substantially. With this change, a boundary change may be considered minor only if it does not have a significant effect on surrounding lands and it is not substantial in size.

Our second concern is the Rules Committee has recommended adding a "Recommended Additional Analysis to Demonstrate Consistency with Section 4(f)(2)(E) criteria". The language in this section recommends that a County/City demonstrate that "all lands surrounding the urban area should be analyzed to determine the location for revisions that best meet this section." First, in Hood River's situation, the choice is NSA or high value farm land. However, secondly, this change could allow an interpretation of "surrounding" to be fairly wide in scope (comments to such were made to the Rules Committee) and should at least specify "lands nearby urban areas and outside the NSA."

Any implementation of the NSA should take into account the fact that the Scenic Area includes urban areas and that the NSA recognized those urban areas as places where people would live and work and enjoy the Scenic Area, as well as provide services to visitors of the NSA. Making it harder, if not impossible to expand an urban area into the NSA, tips the balance in favor of the Scenic Area away from the urban areas, the vitality of which should be an important consideration when the Commission looks at the revision of the UA Rulebook.

Respectfully,

Cindy Walbridge
Planning Director, City of Hood River

2007–2008 Columbia Gorge Future Forum

The Gorge Commission was one of several sponsors for the Columbia Gorge Future Forum, which was a Gorge-wide dialogue engaging citizens to articulate their aspirations for the future of the Columbia River Gorge. The Future Forum was conducted between October 2007 and May 2008 and included much discussion of urban growth and development in the Gorge and its communities. The Future Forum Final Report summarizes the process:

> Columbia Gorge Future Forum gathered at the Columbia Gorge Discovery Center in The Dalles, Oregon, on October 29, 2007. The keynote speaker was an internationally known futurist, and a panel of experts from the Gorge and beyond spoke of possible future scenarios from the perspectives of environment and climate change, transportation, technology, energy, tourism, and community and rural planning. Breakout sessions during the day elicited participant comments on the challenges facing the region and their own visions for the future. Participants were also asked to prioritize the ideas that they felt were most promising, significant or far-reaching, and the results of these informal polls were summarized by group facilitators at the end of the day.
>
> Next steps included production of a Future Forum video summarizing the October event and distributed through local libraries, followed by the community meetings and Web survey. Sixteen community meetings in Oregon and Washington were conducted in the cities and unincorporated communities of the Gorge, including Native American and Latino groups. Questions similar to those at the Discovery Center event were posed in these open houses and public meetings as well as via the Web survey. All comments were recorded and fed into a growing database of responses. In the end, more than 500 individuals participated and 1,500 individual comments were received and recorded.
>
> To ensure an impartial and unbiased analysis of the comments, Portland State University's Survey Research Lab (SRL), Office of Graduate Studies and Research, was engaged to evaluate the thousands of comments. SRL staff utilized qualitative data analysis methodologies to code, classify and rank participant input. The SRL report provides an overview of their work and the steps involved in identifying six major data 'families' from which six overarching vision focus areas were eventually developed: communities, economy, environment, land use and planning, transportation and infrastructure, and other. These topics, joined with the participant comments, formed the basis of the vision statements and strategies.

Columbia Gorge Future Forum, *Final Report, Envisioning Our Future, Building a Vibrant Sustainable Future for the Gorge* 4–5 (Oct. 2008).

This notebook contains the PSU Survey Research Lab Methodology and Qualitative Analysis report, copies of the actual comments that PSU coded as related to urban growth and development, and the Future Forum Final Report.

Methodology and Qualitative Analysis Report

for the

Columbia River Gorge Commission

Prepared by:

Survey Research Lab
Office of Graduate Studies and Research
Portland State University

June 12, 2008

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The Columbia River Gorge Commission contracted with the Portland State University Survey Research Lab to conduct the qualitative analysis of their vision data gathered through a process called the Columbia Gorge Future Forum. Data was gathered from October 2007 through April 2008. This report describes the methodology used for the analysis and presents summaries of each of the themes resulting from the analysis. Additional reports that include all of the original responses and their respective codes applied during the analysis process have been created and submitted separately to the Commission.

Methodology

Data Collection

The Columbia River Gorge Commission gathered data using paper surveys at a kick-off event in October 2007, as well as during 16 community meetings conducted throughout six months following the kick-off. In addition, the Commission created a Web survey using Survey Monkey software, which was available while the community meetings were being held. The surveys included either three or four of the following open-ended questions:

1. *What do you value most about the Columbia Gorge (and your own community)? What would you like to remain the same in the future?*
2. *How is the Columbia Gorge (and your own community) changing? What issues will it face in the future?*
3. *Imagine the Columbia Gorge (and your own community) in 15-20 years time, and that it meets your highest expectations for the future. What do you see?*
4. *What is one or more local action in your own community that would help bring your vision closer to reality? Be specific.*

The surveys for the October kick-off and the web survey included only questions 1-3 and did not include the parenthetical statement "and your own community." The community meetings included all four questions and the parenthetical references to their own communities.

To most efficiently use the resources available, PSU and the Commission agreed that the data from all three sources would be coded for the vision (#3) and the action (#4) questions, and only the vision question (#3) would be analyzed and summarized. In addition, the data was reviewed by Commission staff to only include responses that addressed Gorge-wide issues. Additional responses that addressed community-specific issues were removed for analysis at a later time. Table 1 represents a breakdown of the gorge-wide vision question data received by PSU for analysis.

Table 1: Distribution of Qualitative Vision Question Data Received

Source	Number of Responses
October 2007 Kick-off Event	88
Community Meetings *(in alphabetical order)*	
Carson, WA	11
Celilo, OR	8
Cascade Locks, OR	18
Corbett, OR	23
Hood River, OR	9
Latino Community	3
Lyle/Dallesport, WA	9
Mosier, OR	18
North Bonneville, WA	12
Stevenson, WA	17
The Dalles, OR	19
Underwood, WA	12
Washougal, WA	4
Wishram, WA (2)	6
White Salmon/Bingen, WA	10
Web Survey	143
TOTAL	410

Qualitative Data Analysis Approach

The approach to qualitative analysis of the text from the vision question was used to systematically code and summarize the data. Based on these summaries, the Commission will be able to identify the key themes and issues raised and, from those, develop their vision plan. The following steps itemize the qualitative analysis approach implemented.

Step 1: Create the Coding Tree

A coding tree is an outline of themes that are expected in the data and/or identified during an initial review of the data. It is important to identify a sufficient number of themes to be useful for the analysis process without going into so much detail that the coding process would be too difficult or the specificity of codes would not support later

uses of the data. The themes identified for this dataset resulted in a coding tree of 43 codes grouped into five "families." A family is a general label into which a group of codes can be organized. Table 2 presents alphabetical listings of the families and the codes within each family. One additional family named "Other" with two codes is also included. The code "other" was used for any text that did not logically fit into any of the other 43 codes and "didn't answer" was used for those responses that neglected to directly answer a given question.

Table 2: Coding Tree for the Columbia River Gorge Data

Communities (15 codes)	**Environment (7 codes)**
Arts and Entertainment	Air and Water Quality
Civic Engagement	Alternative Energy
Community Identities and Culture	Outdoor Recreation
Cooperation and Respect	Pollution
Crime and Safety	Scenic Beauty and NSA
Culture Heritage	Sustainability
Diversity	Wildlife
Education and Schools	**Land Use (5 codes)**
Government	Dams and Waterways
Health and Healthcare	Parks and Open Spaces
Indigenous Tribes	Resources and Land Management
Livability and Quality of Life	Trails
Population	Urban Growth and Development
Self-sufficient communities	**Transportation and Infrastructure (5 codes)**
Youth and Elderly	Biking and Walking
Economy (9 codes)	Bridge
Agriculture	Highways and Roads
Casino	Mass Transit & Alternative Transportation
Housing	Regional Transportation Network
Jobs and Wages	**Other (2 codes)**
Local Food Systems	Didn't Answer
Local & Regional Economy	Other
Small and Local Businesses	
Technology	
Tourism	

Step 2: Import All Text Data into Analysis Software

To analyze the qualitative data, ATLAS.ti 5.0 (Scientific Software Development, 2004; www.atlasti.com) was selected as the most appropriate software. As data files with the individual responses by question were received, text data was formatted and imported into ATLAS.ti, where the appropriate codes would be created and applied.

Step 3: Code All Text Data

In order to analyze qualitative data, the size of the "text unit" (an individual piece of text data) must be decided. Text units can be words, lines, sentences or paragraphs. For the Columbia Gorge data, paragraphs were chosen as the text unit for coding. This resulted in all of the information in one respondent's answer to one question equaling one text unit. This allowed for the text related to a given code remaining in the entire answer when it is printed in a code report to provide sufficient context. For example, if one answer to the vision question included information about civic engagement, wildlife, and housing, the whole response would be printed in the three separate code reports run for final analysis.

Coding qualitative text is a detailed process of reading, reflecting and interpreting. Coders read each text unit, often multiple times in order to fully grasp the content. The reader reflects on the content of the text, considering the multiple issues included. The reader interprets the content based on the codes available. Finally, the coder applies as many codes as the text unit references. Coders are not allowed to make assumptions about respondents' answers (i.e., assuming an underlying meaning or inference beyond the written words), but to code the responses at face value in order to prevent bias.

Step 4: Edit, Refine, And Expand The Coding Tree While Coding

While the text was coded, new codes may become apparent. If that occurred, a new code was created and added to the existing coding tree. When new codes were created, previously coded data had to be reviewed and recoded as needed. Codes would also be periodically checked for redundancy, when two similar codes always occur in pairs. In this case, the two codes would be merged to create one single new code.

Step 6: Run Coded Text Reports

After all of the data was coded, using the qualitative analysis software, the large text file was sorted by code and reports were run for each of the 43 codes (excluding "other" and "didn't answer") for the vision and action questions. Each of the reports produced included all of the text units (i.e., complete answers to each question) that received a given code. With each text unit, the data source (either "Community and October

Data" or "Web Data") and all of the codes applied to that text are printed (in alphabetical order, not the order in which the themes appear in the text unit) so that the reader knows all of the thematic areas in which that text will be considered in the analysis. Any given text unit will appear in as many reports as it received codes. It is important to note that the text is reprinted as it was received, without any editing for spelling, grammar, or clarity. Each text unit is preceded by a unique identifier assigned to each respondent. As an example, the following is an excerpt from the Arts and Entertainment report for the vision question.

Excerpt from an ATLAS.ti Coded Data Report for the Vision Question

16 quotation(s) for code: Arts and Entertainment

P 1: Community and October Data Q3.txt; Codes: [Arts and Entertainment] [Livability and Quality of Life] [Local and Regional Economy] [Small and Local Businesses] [Tourism]

ST5,"That we have affordable quaint tourist accommodations for travelers passing through. Small unique cafes all this type of businesses so local residents can make a living, not having to leave. Many more small festivals."

P 1: Community and October Data Q3.txt; Codes: [Air and Water Quality] [Arts and Entertainment] [Biking and Walking] [Dams and Waterways] [Diversity] [Education and Schools] [Government] [Parks and Open Spaces] [Scenic Beauty and NSA] [Trails] [Wildlife]

HR113,"A college -4 years! More music, art and cultural opportunities. A better library. Protection of scenic resources. No further degradation of the air, water, plants and wildlife. More biking/walking paths. More parks along our rivers. Policies that encourage diversity."

P 1: Community and October Data Q3.txt; Codes: [Air and Water Quality] [Arts and Entertainment] [Biking and Walking] [Health and Healthcare] [Population] [Resource and Land Management] [Small and Local Businesses] [Sustainability]

TD153,"clean air, more independent small businesses; fewer chains. People walking and bicycling - pedestrian areas. Health care practitioners who don't move away after a few years (reducing turnover). More cultural organizations - music, art, dance. Better use of water resources - fewer green lawns, more xeriscape gardening. No increase in population."

P 2: Web Data Q3.txt; Codes: [Arts and Entertainment] [Cultural Heritage] [Education and Schools] [Health and Healthcare] [Local food systems] [Salmon and Fishing] [Sustainability]

WE4,"Children and adults have access to quality education, health care, and jobs..while they also have opportunity to grow and raise their own food, or purchase it at a nearby fresh market. Historic structures are preserved and celebrated alongside of the natural environment. Arts and innovation are alive and well. So are the fish and the many mutations of green on basalt."

P 2: Web Data Q3.txt; Codes: [Agriculture] [Alternative Energy] [Arts and Entertainment] [Government] [Local and Regional Economy]

WE99,"A locally and regionally focused economy; thriving small-scale agriculture, vibrant arts community, excellent alternative energy infrastructure, excellent social services and community support."

Another way to think about the coded qualitative data is to count the number of times each theme occurred. However, doing this requires caution – qualitative data coding is more of an art than a science. Depending on the writer's clarity of presenting her/his thoughts, the reader's interpretation of the text, and the time invested in meticulous coding and recoding, it is possible that not all references to every theme are captured in the coding process. Alternatively, it is possible to apply a code to a text unit that other readers may not have interpreted in the same way. It is safe to assume, however, that the general ordering of themes based on frequency reasonably represents the topics that were mentioned more than others. Table 3 summarizes the text unit counts by code, itemized by source and question. The data labeled "community" is actually the combined data from the October kick-off and the 15 community meetings. A grand total of 3,015 codes were applied to the text units. The six families are presented in order of total text units across all codes. Within each family, the codes are presented from highest to lowest total number of text units across the two questions from all sources of data. Within each column, the highest text unit count is highlighted in ***bold italics***.

Table 3: Text Unit Counts by Theme and Question

Thematic Codes	Q#3 Vision: Community	Q#3 Vision: Web	Q#4 Action: Community	Total Text Units
Communities				
Government	41	***25***	***85***	**151**
Cooperation and Respect	34	11	29	**74**
Community Identities and Culture	***45***	10	14	**69**
Civic Engagement	27	2	38	**67**
Livability and Quality of Life	38	18	6	**62**
Education and Schools	55	16	25	**59**
Culture Heritage	32	3	4	**39**
Diversity	31	3	4	**38**
Population	20	11	1	**32**
Self-sufficient communities	27	3	1	**31**
Youth and Elderly	25	1	5	**31**
Indigenous Tribes	17	1	12	**30**
Crime and Safety	13	3	13	**29**
Arts and Entertainment	14	2	2	**18**
Health and Healthcare	11	3	4	**18**
Total Counts	**430**	**112**	**243**	**748**

Thematic Codes	Q#3 Vision: Community	Q#3 Vision: Web	Q#4 Action: Community	Total
Environment				
Sustainability	***100***	21	14	**135**
Scenic Beauty and NSA	54	***52***	20	**126**
Alternative Energy	66	18	***27***	**111**
Outdoor Recreation	52	28	10	**90**
Air and Water Quality	61	14	10	**85**
Wildlife	53	10	8	**71**
Pollution	21	17	6	**44**
Salmon and Fishing	33	6	4	**43**
Total Counts	**440**	**166**	**99**	**705**

Thematic Codes	Q#3 Vision: Community	Q#3 Vision: Web	Q#4 Action: Community	Total
Economy				
Local and Regional Economy	***97***	26	17	**140**
Housing	82	20	24	**126**
Tourism	56	***28***	9	**93**
Small and Local Businesses	45	14	***28***	**87**
Jobs and Wages	58	13	9	**80**
Agriculture	30	18	10	**58**
Local food systems	29	10	14	**53**
Casino	12	9	5	**26**
Technology	15	4	5	**24**
Total Counts	**424**	**142**	**121**	**687**

Thematic Codes	Q#3 Vision: Community	Q#3 Vision: Web	Q#4 Action: Community	Total
Land Use and Development				
Urban Growth and Development	***73***	***72***	***51***	**196**
Resources and Land Management	54	44	39	**137**
Dams and Waterways	45	17	7	**69**
Trails	32	14	11	**57**
Parks and Open Spaces	26	15	6	**47**
Total Counts	**230**	**162**	**114**	**506**

Thematic Codes	Q#3 Vision: Community	Q#3 Vision: Web	Q#4 Action: Community	Total
Transportation and Infrastructure				
Mass Transit and Alternative Transportation	***110***	20	***16***	**146**
Biking and Walking	37	11	9	**57**
Regional Transportation Network	41	9	3	**53**
Highways and Roads	24	***21***	7	**52**
Bridge	12	10	2	**24**
Total Counts	**224**	**71**	**37**	**332**

Thematic Codes	Q#3 Vision: Community	Q#3 Vision: Web	Q#4 Action: Community	Total
Other				
Other	12	4	8	**20**
Didn't Answer	10	7	0	**17**
Total Counts	**22**	**11**	**8**	**37**

As the above table is reviewed, it is important to keep in mind that the questions posed to the respondents were broad, open-ended topics. Using this qualitative approach, it is assumed that the themes raised are the most important or prominent issues on the minds of the respondents. However, if asked more directly about all of the issues using different survey approaches, the same respondents might rate some of the low incidence themes quite high on scales of importance or relevance for the Columbia Gorge.

Step 7: Analyze and Synthesize the Coded Data

Once the data was organized in thematic reports, each code is summarized to depict the key issues and topics raised by the respondents. The following pages of this report include these summaries that can then be used to frame the vision plan for the Columbia River Gorge. This may involve moving beyond the specific codes of the data to develop higher-order themes, and finally drawing conclusions based on the analyzed data. However, the value of the individual responses and the detailed, coded data is never lost and can be used as a reference for other purposes in the future.

Findings – Vision Question

The following summaries present the key issues raised by respondents in answering the vision question for the community, October, and web data. There were no notable differences between the three sets of data, and for the purposes of the summaries they were not differentiated. It is important to note that in these summaries represent an overview of what was being said by respondents. The number following each code represents the number of respondents who mentioned the corresponding topic. It is also important to keep this number in mind when reading the summaries – while the majority of respondents within a particular topic may be saying the same thing, overall, they may be in a small minority of the total respondents. The summaries reference this subset of respondents, and not the Gorge population as a whole.

Communities [n=263]

A total of 263 unique text units received one or more codes within the family entitled, "Communities." The following paragraphs summarize the 15 individual codes and are presented in order of highest to lowest frequency. The number in parentheses after each code heading represents the number of coded text units identified for the given topic.

Education and Schools (71)

Residents want high quality K – 12 schools as well as increased educational opportunities for both children and adults throughout the Gorge. Many see education for children better integrated with the communities – with innovative learning opportunities built around the natural resources of the area, as well as practical skills training and programs such as internships or mentoring that prepare students for jobs in the region.

Higher educational opportunities are also a priority for these respondents, including community colleges that offer four year, and even advanced degrees, as well as continuing adult education. These residents envision top-notch programs that not only allow residents to complete their education locally, but also attract students from outside the region. Regional scientific research facilities, as well as programs and interpretive centers focused on issues unique to the region such as conservation and indigenous cultures are part of their vision for the Gorge's future.

Government (66)

Residents want effective local governments that listen to the people and support the local communities' needs and vision. Local governments and agencies cooperate with one another across boundaries, and a regional coalition oversees Gorge-wide affairs while also respecting the needs and uniqueness of each individual community. Residents also want adequate funding for public agencies, and environmental and land use regulations to be enforced fairly and consistently to manage growth and natural resources.

Livability and Quality of Life (56)

Gorge residents envision towns where they can "live, work, and play," and where the quality of life of residents is a priority balanced with economic development. Communities will have goods and services accessible through small businesses, so residents can meet their needs locally and not have to travel to larger cities for essentials. Communities will be livable and affordable for all residents, with thriving town centers and community spaces. Local economies will provide jobs that allow all residents to afford and enjoy their communities without long commutes.

Community Identities and Culture (55)

Some residents place a high value on their local community and regional identities. Residents envision communities that maintain their unique identities while also staying connected and supporting common values for the Gorge. Regionally, localism and sustainability are valued by residents, and the agricultural and recreational atmosphere is protected, even as communities develop their own unique urban areas and identities. Community spaces such as parks and farmer's markets, alternative energy, and public transport all play a role in maintaining the local identities of communities.

Cooperation and Respect (45)

Residents see a future Gorge community that is built on cooperation and respect in a number of ways. They see more collaboration and cooperation between the different levels of government – state, county, and city – and greater respect and cooperation by governments with the people. Among communities, they see people respecting ethnic, cultural, and economic diversity, and greater inclusion for all groups in collaborative public processes. Communities in the region will work together on the basis of mutual respect, with the needs of all groups being given consideration. Residents will work together towards common goals and visions for their communities and the Gorge, and both residents and tourists will respect the environment and natural heritage of the region.

Cultural Heritage (35)

Cultural heritage and history is seen as an important part of the Gorge's identity. Residents see a future where tourists and residents are able to enjoy and learn about the region's heritage in a way that protects cultural assets. Local tribes will have their own traditions and cultural sites protected, and the Gorge as a whole places value on preserving the unique heritage of the region. Archaeological and historic structures are preserved along with the environment and traditional livelihoods are protected even as new technologies are adopted. The local and regional heritage is embraced and protected, and will be an integral part of what attracts residents and visitors to the Gorge.

Diversity (34)

Gorge residents envision increasing diversity in their communities as well as greater respect and accommodation for that diversity. They see diversified economies that meet the needs of all residents, and with affordable housing, allow residents from all income groups to live as neighbors. They see affordable and mixed-use development promoting diversity across age groups – allowing extended families and generations to stay close to each other with appropriate housing. There will be greater cultural and ethnic diversity and a greater appreciation and respect for those differences.

Population (31)

While some residents favor a decrease in population, or zero population growth in the Gorge, other residents envision development policies that deal with population increases in a way that protects the Gorge. Moderate population increases are accompanied by denser urban areas and more environmentally-friendly development that preserves open spaces. Controlled or zero population growth is seen as a way to help conserve the environment of the Gorge, and unavoidable population growth should be accompanied by good planning to protect the region and needs of existing residents.

Self-Sufficient Communities (30)

A number of residents envision small, independent communities that can provide for their own needs through local resources, with less reliance on outside input either economically or politically. This means food is grown and consumed locally, local economies are built on cottage industries that meet the needs of local residents for both products and jobs, and the local environment is tapped for local energy production. For some, this also means the expanded use of local currencies and barter economies. This vision of self-sufficiency includes sustainable development – less reliance on fossil fuels, and more small-scale, green energy production, protection of rural lands for farming, and greater utilization of local natural resources for developing local industries and businesses.

Civic Engagement (29)

Communities where residents are actively engaged in government and community groups are part of many residents' vision for the future. They see local governments that listen to the people and more inclusive processes that give all residents a voice. They also see communities that have full-time residents who are engaged with each other and actively work together to create solutions and plans for the future, and who actively work to implement those shared goals. Both full and part-time residents are invested in their communities.

Youth and Elderly (26)

Gorge communities will have a diversity of residents, with seniors and families with children living together, and available housing and services will be accessible to all. There'll be greater availability of senior housing – including assisted living options and affordable housing that allows retirees to live independently in the community with families and youth. More accessible public transport and local medical care for seniors is also part of many residents' vision for the future. They see an environment that supports both seniors and children, with greater accessibility, affordable housing and recreational opportunities, and programs and activities for both youth and seniors.

Indigenous Tribes (18)

Some envision a future where the indigenous tribal communities in the Gorge are able to enjoy economic development while continuing with their traditional culture intact. They see the tribal cultures and traditions being respected within the Gorge, with ceremonial sites and livelihoods being preserved. They also see tribal communities that enjoy economic development based on fishing, with the falls and traditional lands being restored. They see empowered local tribal governments along with greater cooperation and political engagement with the rest of the Gorge, as well as greater communication and cooperation between the tribes. Non-indigenous residents and tourists are informed about and respect the legal rights, heritage, and culture of the indigenous communities.

Arts and Entertainment (16)

The arts are an important part of residents' future vision for the gorge, with art and music being part of a vibrant cultural atmosphere. These residents see art flourishing through cultural organizations, communities of artists, and small markets and festivals that bring art into the public sphere.

Crime and Safety (16)

Gorge residents see a future with safe communities. Crime is reduced with increased law enforcement. Recreational areas are kept safe through maintenance and upgraded emergency medical services. Roads are kept safe by increasing patrols to deal with traffic and dealing with natural dangers such as falling rocks or trees near roadways.

Health and Healthcare (14)

The Gorge will have quality healthcare that is affordable and accessible to all residents. Health care workers will stay in the area long term, increasing quality of care and reducing turnover. There will be options for staying healthy, and seniors in particular will have access locally to appropriate medical care.

Environment [297]

A total of 297 unique text units received one or more codes within the family entitled, "Environment." The following paragraphs summarize the eight individual codes and are presented in order of highest to lowest frequency. The number in parentheses after each code heading represents the number of coded text units identified for the given topic.

Sustainability (121)

A "green" ethic will be an important part of the Gorge identity. Respondents see development that is slow and well-planned, with the impact on the natural environment always given consideration. Residents and businesses strive to live lighter on the land and reduce their carbon footprint. The industries in the region are small scale and utilize local resources in a way that respects and supports the ecology of the region. Open space is protected as development is contained in dense urban areas, and walkable communities help reduce reliance on fossil fuels. Housing is smaller and more energy efficient, and uses new technology to reduce consumption of resources. All stakeholders in the Gorge strive to protect the environment and reduce their impact, while enjoying the natural beauty and resources of the region.

Scenic Beauty and NSA (106)

Respondents envision a future where the scenic and natural beauty of the Gorge has been protected and continues to be an attraction for both locals and visitors. Development in the Gorge is sensitive to the natural beauty and has minimal visual impact. The regulations of the NSA are enforced and respected, although some residents wish to see these regulations eased for sustainable, "off-grid" houses that have low visual impact. New technology also allows development of building materials that blend into the natural environment. View sheds in the Gorge are protected not only within the boundaries of the NSA, but are also protected from development in the surrounding areas, so all views within the Gorge remain pristine.

Alternative Energy (84)

Respondents envision a Gorge that is energy independent – using alternative and innovative methods to power the Gorge region with clean energy, and possibly even producing enough clean energy to export. This alternative energy is developed in a way that still protects the scenic beauty and character of the Gorge. Wind and solar power are utilized, but in ways that make the production visually subordinate – industrial wind turbines are not visible from within the scenic area. Rather, energy production is distributed, with small scale but widespread production, such as solar panels on every rooftop, or biomass facilities within each community. Zoning and land use regulations help promote the development of small scale and residential power production. Water storage and power alternatives help to free the river from hydropower dams. Solar, wind, geothermal, and biomass facilities all play a role in localized, carbon-free energy production.

Outdoor Recreation (80)

Outdoor recreation will be an important part of the Gorge culture and economy. Open spaces and nature will be preserved to ensure continued recreation opportunities. Long-term planning for sustainability will ensure diverse recreational opportunities with minimal impact. Recreational areas will be distributed and connected throughout the Gorge with trails and adequate visitor facilities that get people out of their vehicles and into the environment. Recreation will be managed with respect to the environment, though, and even as access for recreation is increased, certain areas will be protected from human activities. Some respondents see an increase in hunting and fishing, as well as wildlife refugees and interpretive opportunities that allow people to learn about the region as they enjoy the outdoors.

Air and Water Quality (75)

Respondents see a Gorge with clean air and water. The air and water quality is at a minimum maintained at current levels, but ideally improved over time. The rivers will be clean enough to safely swim in and even drink from. Regulations help ensure that the water in the Gorge is kept clean and plentiful. Air pollution is limited and reduced, so that skies will be clear all year round – enhancing the views of the mountains and night stars.

Wildlife (63)

Wildlife populations in the Gorge will be thriving and abundant. An increase in wildlife corridors and protected habitats will allow native wildlife to thrive and endangered species to recover. Land use will be done with consideration for native wildlife, and knowledge of local species will be encouraged. Species loss will be stopped, and several people also envision a return of the California condor to the gorge. Wildlife populations along with people will enjoy a better quality of life in the Gorge.

Salmon and Fishing (39)

Many respondents discussing this topic want to see an increase of efforts to protect salmon, and an increase in the salmon population. Although some saw a decrease or stopping of fishing as part of the future, others saw an increase of fishing or a protection for fishing by tribal communities and the establishment of tribal fish markets. Some respondents envision a restoration of healthy salmon populations so they can serve as a local food source. The removal of dams to restore salmon runs, or, the installation of fish weirs or salmon friendly dams, as well as stream buffers to protect salmon habitats were suggested by respondents.

Pollution (38)

The Gorge will enjoy a reduction in all kinds of pollution. There will be less exhaust and noise pollution from vehicles as transportation alternatives are developed and restrictions are placed on driving and trains traveling through the Gorge. There will also be a decrease in acid rain and light pollution. Major pollution sites such as coal plants or feedlots will be cleaned up and prevented through regulations. Businesses and residents in the Gorge will commit to having a 'lighter footprint' on the land and eliminating or reducing their pollution.

Economy [275]

A total of 275 unique text units received one or more codes within the family entitled, "Economy." The following paragraphs summarize the nine individual codes and are presented in order of highest to lowest frequency. The number in parentheses after each code heading represents the number of coded text units identified for the given topic.

Local and Regional Economy (123)

Respondents envision a Gorge economy that is vibrant, diverse, and sustainable. For some, this means local communities have built up unique, niche, industries that fit together into a regional whole. Tourism and outdoor recreation are an important part of the economy, but are balanced by other industries that help meet the needs of local residents year-round. The economy allows full-time residents to live and work in their own communities. There are small cottage industries and environmentally sustainable businesses that are built on the local resources. High-tech industries will also play a role in the regional economy, with small e-based businesses that allow residents to telecommute or operate their own successful businesses out of their homes. A variety of small, local businesses will help support diverse and thriving communities.

Housing (102)

When discussing housing, affordable housing options were the primary issue raised by respondents. They want to see more diversity in housing options, allowing people of all incomes to live affordably and even have the opportunity to purchase their own homes. They want to see proactive steps taken to ensure that affordable housing remains available long-term. They want to see denser, mixed housing – with housing kept within urban areas, so people from a variety of backgrounds and generations can live together within accessible and well-planned communities, while preserving green spaces. Some Gorge residents would also like to see restrictions eased to facilitate the development of off-grid homes, and to allow people to put micro-energy production systems like solar panels or windmills in place on their homes. They would also like to see smaller, more efficient housing in general.

Tourism (84)

Tourism will be an important part of the Gorge, but will be balanced with other aspects of the economy and culture so that both tourists and locals can enjoy the region year-round. Visitors will be respectful of the environment, and tourism will be managed sustainably. Some see a future where tourists can take mass transit into and around the Gorge, allowing them to be car-free. Tourists will be attracted to the Gorge's natural environment as well as the unique local cultures, with tourists visiting to learn about the way of life and models of the local communities. Local businesses will cater to both locals and tourists. The natural environment and recreation areas of the Gorge will be protected and remain a valuable eco-tourism destination into the future.

Jobs and Wages (71)

Respondents envision Gorge communities with a variety of jobs for residents, and high employment rates. An increase in family wage jobs in particular will allow everyone to afford to live in their own communities. Some also envision communications technology allowing more people to telecommute for work.

Small and Local Businesses (59)

Respondents see Gorge communities with thriving small businesses, which meet the daily needs of residents and provide employment. They envision economic development that encourages local entrepreneurship, with a variety of shops, restaurants, home-based businesses, and sustainable cottage industries that are owned and operated by local residents.

Agriculture (48)

Many see the Gorge as an agricultural community, and see farming protected and encouraged into the future. A diverse and sustainable agricultural industry will form the basis of the regional economy, providing livelihoods and food for residents. Some see agriculture coordinated with tourism, with tourists attracted to the region to visit farms and vineyards, and to learn from the Gorge's model of food production. This agriculture will be an important part of the economy, as well as the local culture. Preservation of farmland and policies that encourage agriculture will be part of preserving the Gorge's unique identity and environment.

Local Food Systems (39)

Gorge residents will be able to easily access food that is grown and produced locally. Towns will have local organic and community gardens, and the Gorge will have thriving 'Community Supported Agriculture' farms. Local farmers markets will also bring local produce to local residents, and some respondents also envision local tribal fish markets. Small and organic farms will be connected with local consumers and supported by a 'buy local' ethic in the communities.

Casino (21)

The majority of respondents referencing this topic were against developing a casino in the Gorge. Some respondents, however, envision a casino as an important part of the economic development in Cascade Locks, in combination with environmentally sustainable planning and development.

Technology (19)

Respondents see a Gorge where cutting edge technology keeps communities connected, provides jobs, and shapes sustainable development. Faster communications and niche technology businesses help create employment opportunities. Innovative technology shapes development, creating new, low-impact energy production that utilizes hydro- and solar energy, as well as low-impact, energy efficient buildings and transportation.

Land Use and Development [258]

A total of 258 unique text units received one or more codes within the family entitled, "Land Use and Development." The following paragraphs summarize the five individual codes and are presented in order of highest to lowest frequency. The number in parentheses after each code heading represents the number of coded text units identified for the given topic.

Urban Growth and Development (145)

Many respondents see future growth and development in the Gorge as a slow, deliberate, and well-managed process. Development outside the urban areas will be at a minimum restricted and only allowed in a way that does not impact the environment or scenic beauty of the area. Some respondents see ex-urban development being stopped completely, although a few respondents do see towns being allowed to expand outward with fewer limits. Many see towns becoming consolidated within broader open spaces - increasing in density and developing vibrant, walkable downtowns with mixed-use developments. Urban development will occur in a way that protects or enhances the natural environment and scenic beauty of the Gorge, creating livable communities and preserving open spaces and agricultural lands. Towns will also have well-used and maintained parks and community spaces like town squares. Development will occur with respect for the quality of life of Gorge residents and the natural environment.

Resource and Land Management (98)

Respondents see a future where conservation of the natural resources of the Gorge is a priority for both the government and the residents. Environmental rules and regulations will be enforced. Land will be carefully managed with areas designated for different uses, with recreation access preserved, but with certain areas set aside for protection. Forests in the Gorge will be healthy and well-maintained, with a few respondents wanting to see a reduction in wildfire hazards from dead trees. Some respondents would like to see an end to clear-cutting in the forests, with more sustainable forest products and industry being developed. Others want to see areas set aside and designated as planned old-growth forest, or conservation easements on federal lands. However, a few people wished to see an increase in access to federal lands for logging. Respondents also want to see effective water conservation, as well as conservation of other resources particular to the Gorge, such as the natural beauty and environment, energy sources, and agricultural land.

Dams and Waterways (62)

Some respondents want to see the Columbia River become a focal point for the Gorge economy and culture, being used for transportation to link towns as well as recreation. They want to see improved access to the river for recreation accompanied by efforts to protect the river and the shoreline. A few respondents wish to see low-impact developments along the shoreline. Many who discussed this topic want to see the river become clean enough to swim in and drink from, while many also wanted to see the dams removed and salmon runs and falls restored.

Trails (46)

Many respondents envision a system of trails that connects all the communities in the Gorge, allowing tourists to access and travel through the area without motorized vehicles, and residents to bike or walk for their everyday needs. Some see off-road bike routes that would follow the path of I-84, while others see a system of linked trails that accommodate bike travel as well as recreation hiking or mountain biking. These trails would increase access between towns, allowing residents to bike or walk for shopping - promoting alternative transportation while also supporting small businesses in the region. Other respondents see this network of trails serviced by mass transit options, attracting visitors from Portland who can travel into and around the region without a car – a few envision this option accompanied by a ban on visitors driving cars into the Gorge. Maintaining trail access and safety, and developing historic trails on both sides of the river were also mentioned by a few respondents.

Parks and Open Spaces (41)

Respondents see the Gorge continuing to have abundant open and green spaces. Many who discussed parks see buildings and housing consolidated into dense areas within protected open spaces. They see natural areas that are designated as areas for wildlife or recreation and protected accordingly. Some respondents want to see more parks along the rivers or more parks within towns that can serve as community spaces. Others wish to see an expansion of the federal saved areas or designated conservation districts. Preservation of open space will allow continued recreational use of the area and will help protect the health of the local ecosystem.

Transportation and Infrastructure [178]

A total of 178 unique text units received one or more codes within the family entitled, "Environment." The following paragraphs summarize the five individual codes and are presented in order of highest to lowest frequency. The number in parentheses after each code heading represents the number of coded text units identified for the given topic.

Mass Transit and Alternative Transportation (130)

Residents of the Gorge placed an emphasis on developing an effective, well-managed mass transit system and supporting a wide range of alternative modes of transportation. The use of trains, especially commuter trains, was frequently suggested as away to improve transportation within and around the Gorge, as well as to reduce the use of cars. Walking and biking were encouraged as ways to access communities and scenic areas, with many respondents suggesting that a network of trails be established that was connected by a mass transit system. Other suggestions for modes of transportation included street cars, trams, light rail, buses and boats, with a focus on establishing a convenient, fuel-efficient, accessible, cost-effective mix of transportation options. Some respondents encouraged taking transportation underground as a means to preserve the scenic beauty of the area. A priority was placed on public transportation that has low environmental impact. One respondent proposed that the Gorge consider incorporating magnetically levitating trains into the system to transport electricity and people. A number of respondents pointed out that telecommuting would also be a form of "alternative transportation" that could be encouraged to reduce traffic and the negative impact on the environment.

Regional Transportation Network (50)

Respondents' vision of the Gorge is an array of unique, often independent communities that are interconnected through an effective transportation system. Not only would that transportation network connect the Gorge communities, both east to west and north to south (i.e., across the river), but it would also connect the Gorge to the Portland metro area. Some respondents suggested the inclusion of a high-speed, commuter train between Portland and other cities and towns along the Gorge. The regional transportation network would support mobility, facilitate local economies, and increase access to various parts of the Scenic Area. The transportation could take the form of a commuter train, light rail, a speed train, a ferry system, a 6-lane freeway, and/or feeder bus lines to park & ride lots. Residents prioritized a transportation system that is environmentally-sound, rapid, convenient, cost-effective, accessible, innovative, clean, and safe.

Biking and Walking (48)

Respondents reported valuing the option of biking and walking as a means of getting around in the Gorge. They identified bike and pedestrian paths as a mechanism to connect communities, to reduce the reliance on motorized vehicles in the area, to increase bike-riding tourism and to create "bikable" and "walkable" communities. To support this, however, respondents called for an increase in the number and safety of biking and walking paths, including on bridges (see section below). Some respondents offered specific suggestions, including "turn Hwy 30 into non-motorized route", establishing commuter trains or ferry boats to support bicyclists and pedestrians and connect communities and support the economy, and creating "multi-use trails for bicycle and pedestrian travel fashioned after the river where segments attach to and eddy down to local communities."

Highways and Roads (45)

Some suggestions were made regarding the highways and roads throughout the Gorge. Respondents called for more, better, eco-friendly and well-maintained highways. Some specific suggestions included limiting the traffic on Highway 14 to just local access, adding lanes to I-84 to fully support industrial traffic, carrying freight on barges rather than on roads, turning Highway 30 into a non-motorized route and making I-84 and Hwy 14 toll roads. One recommended way to route larger trucks to acceptable highways was to include weigh stations for close monitoring. Respondents had a clear desire for a balance between the natural surroundings of the Gorge with the need for public and commercial transportation. A few respondents thought that the highways could be partially raised or culverts be created to allow wildlife access to the river, while another respondent suggested that parts of I-84 be submerged. The priority of ensuring that the Historic Columbia River Highway be reconnected, maintained and preserved was clear.

Bridge (22)

Gorge residents mentioned the value of having new and/or improved bridges across the Columbia River. Some of those respondents specifically requested a new Hood River bridge, others suggested new bridge locations (e.g., "from Troutdale to Steamboat in Washougal" or "from Bingen") and others just called for a new, state-of-the-art river crossing. Many mentioned that the bridge(s) should safely accommodate bicycles and pedestrians along with motor vehicles. Finally, requests were made for the bridge(s) to be cheaper or completely free, as well as quiet.

Conclusions

The above summaries are intended as a guide – providing an overview of key topics that can be used to frame a vision plan as well as serve as a reference for other purposes in the future. This analysis provides a foundation from which the data can be further synthesized or organized into different higher-order themes, although the value of the individual responses and coded data is never lost. The details of individual responses, or those unique responses that could be considered outliers, may be hidden within these overview summaries. Consequently, individual responses should always be considered when drawing final conclusions, as each individual brings with them different contextual knowledge that may influence how the data can be interpreted.

2007-08 Survey Question #3 regarding urban growth and development

145 quotation(s) for code:
Urban Growth and Development
Report mode: quotation list names and references
Quotation-Filter: All

HU: Merged Q3 Community + Web
File: [I:\Staff\GSSW\RRI\SRL\Active Projects\Columbia Gorge Analysis\Atlas ...\Merged Q3 Community + Web.hpr5]
Edited by:Super
Date/Time: 05/15/08 04:13:18 PM

P 1: Community and October Data Q3.txt - 1:1 [ST1,Development outside the ur..] (3:3) (Super)
Codes: [Scenic Beauty and NSA] [Sustainability] [Urban Growth and Development]
No memos

ST1,Development outside the urban area are sensitive and enhance the natural beauty of the Gorge.

P 1: Community and October Data Q3.txt - 1:2 [ST2,More diversity in housing ..] (5:5) (Super)
Codes: [Biking and Walking] [Housing] [Local and Regional Economy] [Mass Transit and Alternative Transportation] [Outdoor Recreation] [Trails] [Urban Growth and Development]
No memos

ST2,More diversity in housing options. A trail that connects us east to west - allowing for walking. biking access between communities. More plaza-like settings that allow indoor/outdoor activity - both retail and social. Commuter rail. More cash investment by local community members in the community.

P 1: Community and October Data Q3.txt - 1:3 [ST3,"Housing - conservation di..] (7:7) (Super)
Codes: [Biking and Walking] [Dams and Waterways] [Housing] [Outdoor Recreation] [Parks and Open Spaces] [Small and Local Businesses] [Sustainability] [Tourism] [Trails] [Urban Growth and Development]
No memos

ST3,"Housing - conservation districts or planned unit development that allows housing to be consolidated within larger green spaces. Hiking, biking trails with walk to shopping/ business opportunities supporting small businesses. Tourism preservation of the Columbia River shore but defined areas of use for recreation."

P 1: Community and October Data Q3.txt - 1:7 [ST7,"decrease in population, m..] (15:15) (Super)
Codes: [Dams and Waterways] [Government] [Livability and Quality of Life] [Pollution] [Population] [Resource and Land Management] [Salmon and Fishing] [Sustainability] [Urban Growth and Development] [Wildlife]
No memos

ST7,"decrease in population, more enforcement of environmental rules and regulations, decrease in development outside urban areas, increase in continuous wildlife corridors, no dams, more salmon -have to decrease or stop fishing, decrease in all forms of pollution, better quality of life for wildlife and human populations."

P 1: Community and October Data Q3.txt - 1:10 [ST10,"Transportation alternati..] (21:21) (Super)

Codes: [Biking and Walking] [Bridge] [Jobs and Wages] [Mass Transit and Alternative Transportation] [Outdoor Recreation] [Regional Transportation Network] [Sustainability] [Trails] [Urban Growth and Development]
No memos

ST10,"Transportation alternative throughout the Gorge. More bike paths, hiking trails between communities. A new hood river bridge. Continued controlled development that provides a diversity of family-wage jobs."

P 1: Community and October Data Q3.txt - 1:13 [ST13,"More green growth and gr..] (27:27) (Super)
Codes: [Alternative Energy] [Community Identities and Culture] [Jobs and Wages] [Population] [Scenic Beauty and NSA] [Sustainability] [Technology] [Tourism] [Urban Growth and Development]
No memos

ST13,"More green growth and green business technologies - there will be more people and we need to realize that population increase comes with a price. We have to be willing to pay more for green building materials, green energy and community infrastructure. I would like to see the Gorge remain a scenic Mecca for locals and tourists. You don't go to the Gorge for jobs, you go and live there for its small community feel and abundant beauty. Everyone living here needs to embrace this very unique area of the country and world. "

P 1: Community and October Data Q3.txt - 1:19 [CO19,"Small businesses thrive ..] (39:39) (Super)
Codes: [Biking and Walking] [Crime and Safety] [Housing] [Mass Transit and Alternative Transportation] [Outdoor Recreation] [Parks and Open Spaces] [Regional Transportation Network] [Small and Local Businesses] [Tourism] [Urban Growth and Development]
No memos

CO19,"Small businesses thrive in Gorge communities, tram that takes tourists from Portland to Scenic Area, bicycle park with restrooms, property owners can divide their 40 acre (10 acres in my case) parcels into 5 acre parcels so they can pay off their mortgage, parks are funded and safe, the meth epidemic ended in 2009 and now all people value their health and respect others. "

P 1: Community and October Data Q3.txt - 1:23 [CA50,"less residential develop..] (101:101) (Super)
Codes: [Air and Water Quality] [Dams and Waterways] [Resource and Land Management] [Salmon and Fishing] [Urban Growth and Development] [Wildlife]
No memos

CA50,"less residential development, less urban sprawl, much more protection for natural resources of the Gorge, more water quality protections, take out a few dams and put in some weirs to help fish"

P 1: Community and October Data Q3.txt - 1:30 [CO28,"For the Gorge as a whole..] (57:57) (Super)
Codes: [Agriculture] [Local and Regional Economy] [Other] [Small and Local Businesses] [Sustainability] [Urban Growth and Development] [Wildlife]
No memos

CO28,"For the Gorge as a whole I want no more Skamanias ever. B&Bs, cottage industries, locally owned businesses, careful slow reexamination of land use issues that promote farming, cottage industries, arterial development in a slow, deliberate way. Look at how to pass land on to the future without continuing this failed model of a trophy home on 5 acres. "

P 1: Community and October Data Q3.txt - 1:35 [MO68,Vibrant communities with ..] (137:137) (Super)
Codes: [Agriculture] [Air and Water Quality] [Education and Schools] [Jobs and Wages] [Local and Regional Economy] [Local food systems] [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

MO68,Vibrant communities with diverse jobs. Maintain awesome landscape where development blends in rather than sticks out. Strong K-community college educational system. Strong agricultural community. Local food systems. Clean air

P 1: Community and October Data Q3.txt - 1:41 [LD98,"fewer people living in t..] (197:197) (Super)
Codes: [Air and Water Quality] [Dams and Waterways] [Mass Transit and Alternative Transportation] [Pollution] [Population] [Urban Growth and Development]
No memos

LD98,"fewer people living in the gorge, Celilo falls restored, public transportation infrastructure, clean air and water, less noise pollution (trains, cars and truck, air traffic, recreational vehicles), limits on urban growth"

P 1: Community and October Data Q3.txt - 1:42 [LD101,we are still proud of th..] (203:203) (Super)
Codes: [Air and Water Quality] [Scenic Beauty and NSA] [Urban Growth and Development] [Wildlife]
No memos

LD101,we are still proud of the scenic beauty. Urban growth boundaries have not been expanded/ cities have stayed within their limits. The rugged beauty has been preserved. Wildlife still flourishes. Clean air and water

P 1: Community and October Data Q3.txt - 1:45 [WS126,"Gorge: clean air, clean..] (253:253) (Super)
Codes: [Air and Water Quality] [Education and Schools] [Jobs and Wages] [Local and Regional Economy] [Mass Transit and Alternative Transportation] [Regional Transportation Network] [Scenic Beauty and NSA] [Sustainability] [Urban Growth and Development]
No memos

WS126,"Gorge: clean air, clean water, employment for locals, excellent schools; undimmed non-impacted by development scenic beauty of Gorge, gorge-wide transportation. "

P 1: Community and October Data Q3.txt - 1:49 [TD142,everyone has living wage..] (285:285) (Super)
Codes: [Air and Water Quality] [Cultural Heritage] [Education and Schools] [Jobs and Wages] [Local and Regional Economy] [Sustainability] [Urban Growth and Development] [Wildlife] [Youth and Elderly]
No memos

TD142,everyone has living wage jobs. 'Green' companies are predominant (either because they made the choice to change or were green from the start). History and culture are important and celebrated. Children receive first class educations in local schools. The air and water are still clean. Growth has been managed rather than allowed to happen in spite of us. Downtown is vibrant and bustling. Vibrant local economy.

Abundant wildlife.

P 1: Community and October Data Q3.txt - 1:50 [TD146,A larger population with..] (293:293) (Super)
Codes: [Air and Water Quality] [Housing] [Livability and Quality of Life] [Local and Regional Economy] [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

TD146,A larger population within the urban growth boundaries. I would see clean air and water with the natural beauty of the Columbia River Gorge preserved. I would also see the livability and affordability of housing and services to not exceed the national adjusted inflation rate. I would also see the opportunities enhanced for a higher standard of living to area residents

P 1: Community and October Data Q3.txt - 1:54 [CL163,Air quality has improved..] (327:327) (Super)
Codes: [Air and Water Quality] [Education and Schools] [Pollution] [Salmon and Fishing] [Trails] [Urban Growth and Development] [Wildlife]
No memos

CL163,Air quality has improved to the point of a clear visibility on winter days. There would be a dramatic decrease in acid rain and salmon habitat would be protected by having stream buffers. We would have comprehensive knowledge of all species in the Gorge and human communities would know these species. UGB would be preserved and trails would expand - perhaps a gorge-wide loop trail.

P 1: Community and October Data Q3.txt - 1:55 [CL164,"Fifteen thousand acres ..] (329:329) (Super)
Codes: [Air and Water Quality] [Casino] [Dams and Waterways] [Local and Regional Economy] [Outdoor Recreation] [Resource and Land Management] [Sustainability] [Tourism] [Trails] [Urban Growth and Development]
No memos

CL164,"Fifteen thousand acres acquired by USFS and other agencies for resource protection and enhancement; no major changes to Urban Area boundaries; no casino resort; increased trails, campgrounds and river access; End of large-scale clear cutting of forests. Dramatic improvements in air and water quality - sustainable economic development in urban areas; no destination resorts outside of urban areas. "

P 1: Community and October Data Q3.txt - 1:59 [OC12,"I would believe that the..] (383:383) (Super)
Codes: [Air and Water Quality] [Didn't Answer] [Highways and Roads] [Local and Regional Economy] [October] [Pollution] [Population] [Resource and Land Management] [Salmon and Fishing] [Urban Growth and Development] [Wildlife]
No memos

OC12,"I would believe that there will be a lot more people, a lot more houses, bigger cities, Highways. A lot more industry. A lot more use on the River waterways. The environment may not be the same, nor the water. It will have be looked at very carefully. Economy will depend on other sources unless our timber is corrected. Our fishing industry may be in danger of contaminants from industrial waste that will contaminate fish and waterfowl."

P 1: Community and October Data Q3.txt - 1:60 [OC16,"Wilderness area –no hous..] (391:391)

(Super)
Codes: [Air and Water Quality] [Alternative Energy] [Community Identities and Culture] [Dams and Waterways] [Education and Schools] [Housing] [Local and Regional Economy] [Local food systems] [Mass Transit and Alternative Transportation] [October] [Population] [Self-sufficient communities] [Sustainability] [Urban Growth and Development]
No memos

OC16,"Wilderness area -no houses, development or roads. Bio-mass facility. High density housing. Public transport and goods moved by train. Creating our own energy and meeting our own energy needs. Each community making its own specialty things- not competing (i.e. fruit production, veggies, wine/goats, high tech businesses/ higher education/ specialty schools, solar panels). No sewage into the water -everything composted and returned to land or used as biomass for energy production. No development outside the communities. Communities meeting and supporting most of their own needs, but trading with nearby communities. Public education becomes more integrated with the workforce -students learning by working with adults who are actually doing, not just teaching. You can drink the water from the Columbia River. Comprehensive rail system that serves multiple needs. All our population problems are handled here -we don't ship our problems off-site. "

P 1: Community and October Data Q3.txt - 1:61 [OC17,"The condor is back! The ..] (393:393) (Super)
Codes: [Air and Water Quality] [Alternative Energy] [Biking and Walking] [Bridge] [Civic Engagement] [Dams and Waterways] [Highways and Roads] [Indigenous Tribes] [Jobs and Wages] [Livability and Quality of Life] [Local and Regional Economy] [Local food systems] [Mass Transit and Alternative Transportation] [October] [Self-sufficient communities] [Sustainability] [Urban Growth and Development] [Wildlife]
No memos

OC17,"The condor is back! The orchards have stopped spraying chemicals and thus the insects and trees are healthy and vibrant. Everyone is their own power utility using solar and small-scale wind applications. The pavement acts as both a PV collection surface as well as the conduit for power sharing (and electric cars) -we have magnet generators for larger energy needs -everyone has reduced energy usage. The dams are gone, the river flows freely, cleanly and the tribes are awarded prime homeland. Whoever lives here, works here and is involved in community organizations. Numerous small CSA farms exist now and people are willing to pay well for organic non-GMO food, and farmers are making money. Local currency and bartering is strong even through the economic system as a whole has been revamped. 'Eco'nomics now exists. The train runs underground and the highway is at least partially raised to allow wildlife to pass through to the river. There is no longer a toll on the bridge and pedestrians and bicyclists can now cross easily. Water is a consideration in everything and is celebrated, protected and available to all. We now value quality of life more than greed and have had to retire the endangered species list as no species are threatened. Development is capped."

P 1: Community and October Data Q3.txt - 1:64 [OC25,"Environment: well manage..] (409:409) (Super)
Codes: [Air and Water Quality] [Alternative Energy] [Diversity] [Housing] [Livability and Quality of Life] [Local and Regional Economy] [Mass Transit and Alternative Transportation] [October] [Resource and Land Management] [Salmon and Fishing] [Sustainability] [Urban Growth and Development] [Wildlife]
No memos

OC25,"Environment: well managed, flourishing biodiversity, clean air, river well populated with fish. Economy: diverse, sustainable. Energy: more fuel efficient transportation. Developed alternative energy resources (e.g. wind, biofuels, etc) Community: diverse, quality of life amenities. Non-growth oriented. Housing: excellent balance of housing types."

P 1: Community and October Data Q3.txt - 1:65 [OC40,"Plants and wildlife comm..] (439:439) (Super)
Codes: [Air and Water Quality] [Housing] [Jobs and Wages] [Mass Transit and Alternative Transportation] [October]

[Resource and Land Management] [Scenic Beauty and NSA] [Sustainability] [Urban Growth and Development] [Wildlife] [Youth and Elderly]
No memos

OC40,"Plants and wildlife communities are healthy. Gorge NSA is intact and supported. Multi-modal transportation system for citizens and tourists, especially rail; includes senior services (bus, etc.). Sustainable businesses - jobs at good wages in communities where they live. Air quality is healthy for people, plants, animals and artifacts. Affordable housing. No sprawl in the rural/ urban interface. Water resources are protected and not depleted."

P 1: Community and October Data Q3.txt - 1:67 [OC51,"Communities that are cap..] (461:461) (Super)
Codes: [Air and Water Quality] [Alternative Energy] [Diversity] [Housing] [Local and Regional Economy] [Local food systems] [Mass Transit and Alternative Transportation] [October] [Regional Transportation Network] [Urban Growth and Development]
No memos

OC51,"Communities that are capable of relying upon locally produced food and energy (renewable) including wind, small scale hydro, biomass and solar. Urban development contained in relatively dense, economically and culturally diverse towns. A network of local public transit systems that connect the communities enhancing mobility, facilitating the local economy while minimizing air quality degradation. Helps to address housing affordability because one can live in a less expansive area while still working in the Gorge."

P 1: Community and October Data Q3.txt - 1:68 [OC53,"Clean water, clean air, ..] (465:465) (Super)
Codes: [Air and Water Quality] [Alternative Energy] [Housing] [Jobs and Wages] [Mass Transit and Alternative Transportation] [October] [Population] [Scenic Beauty and NSA] [Small and Local Businesses] [Urban Growth and Development]
No memos

OC53,"Clean water, clean air, light rail, decreased traffic. Clean industry with family wage jobs, small businesses, telecommuting. No wind farms in areas seen by highways -more use of solar power. Cities have expanded urban areas built out, hopefully no more development in the areas viewed from the highways in the Scenic areas but communities need room to expand. More affordable housing for the service jobs that will remain constant in the Scenic Area. Perhaps denser population in the expanded urban areas of cities and service centers."

P 1: Community and October Data Q3.txt - 1:69 [OC56,"Clean air- clear views o..] (471:471) (Super)
Codes: [Air and Water Quality] [Alternative Energy] [Cooperation and Respect] [Dams and Waterways] [Housing] [Jobs and Wages] [Livability and Quality of Life] [Local food systems] [Mass Transit and Alternative Transportation] [October] [Pollution] [Sustainability] [Urban Growth and Development]
No memos

OC56,"Clean air- clear views of the mountains. Clean river -no ag runoff or radiation. Hanford and Umatilla Depot dump cleaned up - Boardman. High level jobs in community or telecommuting. More organic local farming, sustainable agriculture. More solar and wind power options. Frequent and cheap public transportation within and between towns the length of the Gorge. Small communities, strong land use planning. Integration between old-timers and new-comers - and respect. Affordable, efficient green housing using universal design. Housing near shopping and other services."

P 1: Community and October Data Q3.txt - 1:72 [OC85,"River is cleaner, fish s..] (529:529) (Super)
Codes: [Air and Water Quality] [Civic Engagement] [Community Identities and Culture] [Cooperation and Respect] [Dams and Waterways] [Education and Schools] [Mass Transit and Alternative Transportation] [October] [Parks and Open Spaces] [Salmon and Fishing] [Sustainability] [Urban Growth and Development] [Wildlife]
No memos

OC85,"River is cleaner, fish stocks are recovering. Communities are cooperating and not necessarily competing with each other - communities have found their niche within the region. Commuters have options. Vibrant educational opportunities within the region exist. Stakeholders are engaged with business of the Gorge: community, environmental. Air quality continues to improve. Open space is valued and protected. Understand environmental and community capacity for sustainable growth and development."

P 1: Community and October Data Q3.txt - 1:74 [NB54,"reoriented to the River ..] (109:109) (Super)
Codes: [Alternative Energy] [Cultural Heritage] [Dams and Waterways] [Housing] [Local and Regional Economy] [Mass Transit and Alternative Transportation] [Parks and Open Spaces] [Resource and Land Management] [Sustainability] [Urban Growth and Development] [Youth and Elderly]
No memos

NB54,"reoriented to the River as focus and transportation with eye to history (why not commuter boats like turn-of-century sternwheelers?). Also trains. More mix of economies - sustainable energy from responsible thinning in woods for example. Have more Hamilton Parks (mix of apartments for seniors with all income levels for aging population). More cluster development to maintain open space, including in urban areas."

P 1: Community and October Data Q3.txt - 1:82 [HR110,Compact communities surr..] (221:221) (Super)
Codes: [Alternative Energy] [Cooperation and Respect] [Diversity] [Education and Schools] [Housing] [Jobs and Wages] [Mass Transit and Alternative Transportation] [Parks and Open Spaces] [Scenic Beauty and NSA] [Sustainability] [Trails] [Urban Growth and Development]
No memos

HR110,Compact communities surrounded by open space. Connecting trails to encourage walking and biking for everyday needs. Diversity in housing styles and costs with quality and design consideration. Scenic beauty and environment improved and protected. Good local educational opportunities. good jobs/ well paid. more green energy sources. managed transportation solutions. ethnic diversities appreciated.

P 1: Community and October Data Q3.txt - 1:83 [HR114,"Hubs of vibrant, dense,..] (229:229) (Super)
Codes: [Agriculture] [Alternative Energy] [Community Identities and Culture] [Livability and Quality of Life] [Local and Regional Economy] [Local food systems] [Mass Transit and Alternative Transportation] [Parks and Open Spaces] [Sustainability] [Urban Growth and Development]
No memos

HR114,"Hubs of vibrant, dense, livable communities interspersed with open space including viable farming industries. Each community has its own 'flavor' and public transport links them. Gorge would be more localized -food, energy."

P 1: Community and October Data Q3.txt - 1:92 [OC7,"Healthy Gorge. Light rail..] (373:373) (Super)
Codes: [Agriculture] [Alternative Energy] [Community Identities and Culture] [Cultural Heritage] [Housing] [Mass Transit and Alternative Transportation] [October] [Regional Transportation Network] [Small and Local Businesses]

[Sustainability] [Urban Growth and Development]
No memos

OC7,"Healthy Gorge. Light rail between Portland, Vancouver to the gorge which reduced the number of cars going back and forth. Mixed uses of housing - energy efficient homes using alternative fuel sources. Smaller homes and higher density. Communities united in supporting the culture that made the Gorge special. The small town/ agricultural environment is supported. Buy local is supported by both states."

P 1: Community and October Data Q3.txt - 1:93 [OC8,"Freight is predominantly ..] (375:375) (Super)
Codes: [Alternative Energy] [Biking and Walking] [Dams and Waterways] [Mass Transit and Alternative Transportation] [October] [Salmon and Fishing] [Scenic Beauty and NSA] [Sustainability] [Trails] [Urban Growth and Development] [Wildlife]
No memos

OC8,"Freight is predominantly rail (if not all!). Dams used for electricity and salmon friendly only (zero volume/ transport control). Urban growth boundaries are adhered to and largely untouched. Development from within. Cables, wires underground. More restored waterfront (Oregon and Washington). All agricultural byproduct: biomassed, used in energy production, etc. No slash burning! It would be great if the Cherry Growers for example could ship all their slash to a biomass facility to be used for energy or local growers could give to school district boilers. Dedicated bike/ hiking trail from The Dalles to Portland (no autos - period). Electric rail service for passengers."

P 1: Community and October Data Q3.txt - 1:95 [OC15,"That native people have ..] (389:389) (Super)
Codes: [Alternative Energy] [Civic Engagement] [Cooperation and Respect] [Cultural Heritage] [Education and Schools] [Government] [Indigenous Tribes] [Local and Regional Economy] [October] [Salmon and Fishing] [Small and Local Businesses] [Urban Growth and Development] [Wildlife] [Youth and Elderly]
No memos

OC15,"That native people have a decent living space. That all the gifts of the creator are still here. That our ceremonial sites are free from development. That their energy is wind power, solar. My grandsons holding office in local, state, federal offices. Heading of micro-business by sons and daughters but still practicing our way of life, ceremonial practices, ceremonial products such as hides, drums, tools still be easily available for our use. Because every few years our people are made to blame for declining wildlife, learning center for education of animals, birds, fish have rights to life. Learning center on our rights to plants and other things that affect our reserved rights. "

P 1: Community and October Data Q3.txt - 1:100 [OC34,Casino/ Resort. Mass tran..] (427:427) (Super)
Codes: [Agriculture] [Alternative Energy] [Bridge] [Casino] [Community Identities and Culture] [Education and Schools] [Highways and Roads] [Housing] [Jobs and Wages] [Mass Transit and Alternative Transportation] [October] [Regional Transportation Network] [Resource and Land Management] [Small and Local Businesses] [Sustainability] [Tourism] [Urban Growth and Development]
No memos

OC34,Casino/ Resort. Mass transit available within and between Gorge communities and to Portland. Uniqueness of each community. Wide range of jobs from lower skilled to higher. Strong educational facilities and four-year college leading the country in innovation in K-12 education. Healthy forest with minimal fire potential with timberland. Active and diverse agricultural community. No more comparison to Aspen or Telluride. Wide range of housing and business/ employment opportunities throughout the Gorge. At least one new state of the art river crossing. 4 sets of railroad tracks through the Gorge. Improved I-84 with additional lanes. Strong infrastructure for cities in place. Better water storage vehicles for communities. Lots of renewable energy projects in the ground (bio/wind/solar/geothermal). Year round tourism to increase

quality of jobs in this sector.

P 1: Community and October Data Q3.txt - 1:101 [OC39,"A unified mass transport..] (437:437) (Super)
Codes: [Alternative Energy] [Housing] [Jobs and Wages] [Mass Transit and Alternative Transportation] [October] [Pollution] [Sustainability] [Urban Growth and Development]
No memos

OC39,"A unified mass transportation network that includes: passenger train service on both sides of the river; recreation/ tourist shuttles to key destinations and connecting to town centers; mass transit options within larger towns. Regional climate change program. Regional renewable energy plan and network of clean power-generating facilities; incentives for small-scale renewable energy and streamlining of permitting; regional policies for use of clean energy at public facilities. Clear skies free of significant human-caused haze! Proactive implemented plans for affordable housing within towns; linked to mass transit, located near job centers."

P 1: Community and October Data Q3.txt - 1:105 [OC50,Communities whose form an..] (459:459) (Super)
Codes: [Alternative Energy] [Biking and Walking] [Mass Transit and Alternative Transportation] [October] [Parks and Open Spaces] [Scenic Beauty and NSA] [Trails] [Urban Growth and Development] [Wildlife]
No memos

OC50,Communities whose form and function compliment the natural beauty of the NSA: attractive downtowns; mixed use neighborhoods; open space (parks); landscaped industrial areas. A healthy native population of plants and animals -removal of non-native species. Mass transit options: commuter trains; more bike-friendly roads and separated paths within communities and between; electric cars. Increased use of solar power: local companies that develop and install systems; a system on every roof.

P 1: Community and October Data Q3.txt - 1:108 [OC67,"Every home is using new ..] (493:493) (Super)
Codes: [Agriculture] [Alternative Energy] [Arts and Entertainment] [Housing] [Local and Regional Economy] [Mass Transit and Alternative Transportation] [October] [Outdoor Recreation] [Small and Local Businesses] [Urban Growth and Development]
No memos

OC67,"Every home is using new produced locally (pacific northwest) energy technology to power itself. All vehicles are plug-in electric/ with gas powered alternative for longer trips. Eighty percent of people work within the community. A vibrant arts community thrives and housing options within the urban areas are varied in price and size. The non-urban areas have had limited growth with emphasis on agriculture, recreation and home-based businesses."

P 1: Community and October Data Q3.txt - 1:116 [MO72,"I see a thriving downtow..] (145:145) (Super)
Codes: [Arts and Entertainment] [Community Identities and Culture] [Education and Schools] [Livability and Quality of Life] [Local and Regional Economy] [Local food systems] [Mass Transit and Alternative Transportation] [Parks and Open Spaces] [Urban Growth and Development]
No memos

MO72,"I see a thriving downtown with a community park, a great school, public transportation, local produce and goods market, vendors, music and art all making people happy to hang out with each other. A sort of barter of goods and services"

P 1: Community and October Data Q3.txt - 1:117 [MO73,"local food network - pub..] (147:147) (Super)
Codes: [Community Identities and Culture] [Housing] [Jobs and Wages] [Local and Regional Economy] [Mass Transit and Alternative Transportation] [Resource and Land Management] [Urban Growth and Development]
No memos

MO73,"local food network - public transportation - local currency. Economic and residential development occurring only within the already established urban areas. Urban boundaries do not expand. Public lands and protections for natural areas increase. Affordable housing, living wage jobs. Communities retain their unique characters. "

P 1: Community and October Data Q3.txt - 1:122 [HR117,"I see a built environme..] (235:235) (Super)
Codes: [Arts and Entertainment] [Biking and Walking] [Civic Engagement] [Education and Schools] [Housing] [Local and Regional Economy] [Mass Transit and Alternative Transportation] [Parks and Open Spaces] [Regional Transportation Network] [Sustainability] [Urban Growth and Development]
No memos

HR117,"I see a built environment that reflects progressive zoning and thoughtful development strategies; a healthy mix of housing options (housing for all incomes); multiple transportation options (including rail) for commuting between the gorge and Portland; a strong educational infrastructure; communities that are walkable and bikable; citizens that are more concerned about their carbon footprint; successful incorporation of part-time residents (getting them to contribute to the community); good, sound parks and open spaces...that are used and cared for; strong community of artists"

P 1: Community and October Data Q3.txt - 1:125 [WS132,low-impact housing. Rail..] (265:265) (Super)
Codes: [Education and Schools] [Housing] [Local and Regional Economy] [Local food systems] [Mass Transit and Alternative Transportation] [Sustainability] [Urban Growth and Development]
No memos

WS132,low-impact housing. Rail transportation to Portland. Increased education and training opportunities. Local based economy and local ag-to-table. Contained development footprint

P 1: Community and October Data Q3.txt - 1:127 [TD144,"A Columbia Gorge Scenic..] (289:289) (Super)
Codes: [Cooperation and Respect] [Diversity] [Mass Transit and Alternative Transportation] [Parks and Open Spaces] [Resource and Land Management] [Scenic Beauty and NSA] [Sustainability] [Urban Growth and Development]
No memos

TD144,"A Columbia Gorge Scenic Area that still is! Well-planned, efficient communities that are designed to minimize consumption of natural resources and impacts to natural communities (efficient public transportation; reduced waste of electrical energy, fossil fuels, etc; maintenance of open space and etc). An ethnically diverse community that values all components. "

P 1: Community and October Data Q3.txt - 1:128 [TD147,"A mass transportation s..] (295:295) (Super)
Codes: [Mass Transit and Alternative Transportation] [Regional Transportation Network] [Sustainability] [Urban Growth and Development]
No memos

TD147,"A mass transportation system in place within local communities and also through the Gorge to Portland. Bus and train and water transport. Mixed use developments within cities, sustainable, nature-based, with Columbia Gorge"

P 1: Community and October Data Q3.txt - 1:131 [OC9,"Preservation = economic d..] (377:377) (Super)

Codes: [Agriculture] [Housing] [Local and Regional Economy] [Mass Transit and Alternative Transportation] [October] [Outdoor Recreation] [Population] [Resource and Land Management] [Sustainability] [Tourism] [Urban Growth and Development]

No memos

OC9,"Preservation = economic development. Non urban areas look as good or better than they are today. Environment is protected and urban and rural beauty is preserved. Because this is good for the economy, the urban areas have grown and expanded to complete and complex economies: appropriate alterative transportation options; affordable housing options. Rural areas being protected also ensure a strong local economy: tourism (recreation, other), agriculture, distinct natural environment attracts new residents to urban areas. People understand their personal impact and choose not to be part of the destruction of that which they are attracted to."

P 1: Community and October Data Q3.txt - 1:132 [OC10,"The availability and uti..] (379:379) (Super)

Codes: [Cultural Heritage] [Education and Schools] [Local and Regional Economy] [Mass Transit and Alternative Transportation] [October] [Self-sufficient communities] [Small and Local Businesses] [Tourism] [Urban Growth and Development]

No memos

OC10,"The availability and utilization of long distance education is important. Increased rail passenger service would be ideal - both for resident commuters and to support local tourism (particularly with growth of wine industry -reduce D&D potential). Cohesive marketing for tourism, coupled with train system should ensure multiple opportunities for tourists and fair exposure for tourism industry. Development and management should be consistent, fair, and according to statute. Economic development should be mindful of entrepreneurial/ small business/ self-employed and encourage that kind of unique industry which promotes self-sustainable community. Last but not least, emphasis should be placed on interpretive/ cultural history museums/ education to reflect rich natural/ cultural history of the area - not just recreation."

P 1: Community and October Data Q3.txt - 1:133 [OC21,"Vibrant e-based economie..] (401:401) (Super)

Codes: [Agriculture] [Alternative Energy] [Government] [Housing] [Jobs and Wages] [Livability and Quality of Life] [Local and Regional Economy] [Mass Transit and Alternative Transportation] [October] [Pollution] [Tourism] [Urban Growth and Development]

No memos

OC21,"Vibrant e-based economies offering suitable incomes to cover housing and educational needs. Land use regulations that are current and reflect up to date goals and visions for the inhabitants of the gorge. Transportation: incentives to heavy rail, trucking and shipping companies to maximize fuel efficiency and require the use of locally grown bio-diesel to minimize emissions and provide enhanced agricultural opportunities. Require visitors from western mega-cities to utilize light rail or hybrid busses to access the Columbia River Gorge."

P 1: Community and October Data Q3.txt - 1:134 [OC23,"(1) Sustainable forest p..] (405:405)

(Super)
Codes: [Dams and Waterways] [Local and Regional Economy] [Mass Transit and Alternative Transportation] [October] [Resource and Land Management] [Salmon and Fishing] [Sustainability] [Urban Growth and Development] [Wildlife]
No memos

OC23,"(1) Sustainable forest products growth in the Gorge and marketed - Gorge certified sustainably produced. Concurrent with a phase-out of clear cutting on all lands- federal and non-federal. (2) re-introduction of the condor. (3) Removal of fish killing dams, starting with Condit. Establishment of concrete plans to restore Celilo falls. (4) Public transportation system. (5) No urban area expansions. (6) Conservation easements on resource lands."

P 1: Community and October Data Q3.txt - 1:136 [OC31,"In terms of positive exp..] (421:421) (Super)
Codes: [Government] [Mass Transit and Alternative Transportation] [October] [Pollution] [Regional Transportation Network] [Sustainability] [Urban Growth and Development]
No memos

OC31,"In terms of positive expectations, I would see a roll-back (removal) of destructive development that has already occurred. That is highly unlikely to happen. I would also see a process where good stewards of the land are recognized, given maybe even rewards or tax breaks, and bad stewards of the land are heavily fined. Bad stewards being those that continue to flaunt the laws and regulations and cost every other taxpayer more money and aggravation. If you didn't follow the law to build what you built, you should not continue to be rewarded as is presently the case in Multnomah County. The laws and regulations should be equally and fairly applied to everyone and consistently applied and enforced between counties. Development in established communities should not be restricted and a better transportation network both east/west and north/ south would be in place. At no time of the year would a resident or visitor see heavy black smoke coming from someone's backyard burning or be choked by diesel exhaust."

P 1: Community and October Data Q3.txt - 1:139 [OC35,A Gorge Commission Manage..] (429:429) (Super)
Codes: [Government] [Highways and Roads] [Housing] [Jobs and Wages] [October] [Regional Transportation Network] [Resource and Land Management] [Urban Growth and Development]
No memos

OC35,A Gorge Commission Management Plan with policies allowing people to live and work outside urban areas. A transportation network to accommodate all vehicular traffic -especially cars (e.g. 6-lane freeway). A sufficient amount of developable land to provide affordable housing in and outside Urban Areas. Areas both in Urban areas and outside urban areas for home occupations. A liberal policy for enabling Urban areas to expand so there won't be an artificial scarcity of developable land. That 'Smart Growth' is no longer encouraged anywhere in the Gorge or anywhere else in this state. Compensation for landowners whose rights are taken and have been taken with development restrictions.

P 1: Community and October Data Q3.txt - 1:146 [OC55,"1. Communities will thri..] (469:469) (Super)
Codes: [Dams and Waterways] [Housing] [Local and Regional Economy] [Mass Transit and Alternative Transportation] [October] [Sustainability] [Tourism] [Urban Growth and Development]
No memos

OC55,"1. Communities will thrive because they have put into place coordinated, regional growth management plans that set sustainable levels of growth, coordinated with housing development and transportation alternatives to give people choices about how and where to live. Local economies (Ag) will be strengthened, promoted and prioritized and local expertise can be borrowed (eg look to Portland metro for how to do transit and rail). 2. Maybe cars should be prohibited in the Gorge unless you live there and buses

should be utilized to bring people from metro areas to recreation destinations and urban areas within the Gorge. 3. I think the dam operations are in trouble and are not going to be able to operate as they have since they were built. I suppose they'll still be necessary for flood control but I think climate change plus the likelihood of a big earthquake taking out Bonneville at some point is really going to put a dent in the hydro system. I don't know what to say about that other than the energy picture is going to be even messier than it already is."

P 1: Community and October Data Q3.txt - 1:147 [OC58,"The development of commu..] (475:475) (Super)
Codes: [Arts and Entertainment] [Biking and Walking] [Community Identities and Culture] [Cultural Heritage] [Diversity] [Livability and Quality of Life] [Local and Regional Economy] [Mass Transit and Alternative Transportation] [October] [Outdoor Recreation] [Self-sufficient communities] [Tourism] [Urban Growth and Development]
No memos

OC58,"The development of community identity; each city should utilize high density and dense commercial growth centrally to maintain the unique recreation in open spaces; impact the bike/ ped mass transit atmosphere; maintain a healthy tourist area for culture and the arts; enhance the opportunity to live, work and play in one place; prevent disjointed/ one-sided economies/ identities; positively impact utilities by keeping the major users centrally located, mindful of urban growth boundaries."

P 1: Community and October Data Q3.txt - 1:154 [OC72,"1. there are fewer struc..] (503:503) (Super)
Codes: [Education and Schools] [Housing] [Indigenous Tribes] [Livability and Quality of Life] [Local and Regional Economy] [Mass Transit and Alternative Transportation] [October] [Regional Transportation Network] [Salmon and Fishing] [Scenic Beauty and NSA] [Trails] [Urban Growth and Development]
No memos

OC72,"1. there are fewer structures outside of urban areas, especially in particularly visible locations. 2. Urban areas essentially same footprint as today. 3. Communities are linked to each other and to the metro areas on both sides of the river by frequent public transportation modes, whether small bus, rail, or something not now envisioned. Inexpensive. River? Jetpacks? 4. Trail system link into each community so that hikers can travel from destination to destination and have a place to stay (or camp) throughout the Gorge. 5. Native American communities (not just Celilo) are vibrant with good education, housing and services and have available fish processing facilities. 6. Accepted that 'growth' must be improved quality of life, not more structures."

P 1: Community and October Data Q3.txt - 1:155 [OC81,"Interesting, unique, div..] (521:521) (Super)
Codes: [Agriculture] [Biking and Walking] [Community Identities and Culture] [Dams and Waterways] [Diversity] [Housing] [Local and Regional Economy] [Local food systems] [Mass Transit and Alternative Transportation] [October] [Pollution] [Regional Transportation Network] [Resource and Land Management] [Small and Local Businesses] [Sustainability] [Urban Growth and Development] [Wildlife] [Youth and Elderly]
No memos

OC81,"Interesting, unique, diverse communities within the existing natural gorge. Fast and clean mass transport to other communities and metropolitan areas (e.g. train, monorail, clean busses). Communities that encourage walking/ biking etc and connections that do not require auto. Mixed-use communities that integrate the generations to maintain family ties -eg small starter homes for younger generations to purchase and remain close to relatives. Communities and citizens that cherish and protect nature's bounty. I want to bike from White Salmon to The Dalles. I want to purchase goods from local farmers, small businesses, locally produced products. I want this area to use less energy each year rather than more. I want to see and hear more birds. I want to see a 'dark sky' when I look upward each evening where the milky way is easy to show my grandchildren. Dams dismantled. Higher density housing. No increase in urban areas. No reduction in agricultural land. Replanting logged areas."

P 1: Community and October Data Q3.txt - 1:157 [OC83,Light rail –from the Dall..] (525:525) (Super)
Codes: [Agriculture] [Cultural Heritage] [Dams and Waterways] [Education and Schools] [Housing] [Mass Transit and Alternative Transportation] [October] [Parks and Open Spaces] [Regional Transportation Network] [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

OC83,Light rail -from the Dalles to PDX -stops in Mosier etc. High density housing/ parks and green spaces. Public transportation for recreation areas. Training -college opportunities. Maintain and encourage agricultural lands and scenic area. Remove The Dalles Dam -restore Celilo. Accentuate the past- 'tamawanit'.

P 1: Community and October Data Q3.txt - 1:163 [HR112,I hope to be able to 'se..] (225:225) (Super)
Codes: [Mass Transit and Alternative Transportation] [Pollution] [Regional Transportation Network] [Urban Growth and Development]
No memos

HR112,I hope to be able to 'see' without looking through a lot of haze. I hope to see mass transit to the communities and trailheads in the gorge connected to Portland. I hope to see the footprint of development not having expanded into natural areas.

P 1: Community and October Data Q3.txt - 1:169 [OC60,Inter-connected communiti..] (479:479) (Super)
Codes: [Air and Water Quality] [Alternative Energy] [Community Identities and Culture] [Cooperation and Respect] [Dams and Waterways] [Diversity] [Government] [Housing] [Indigenous Tribes] [Local and Regional Economy] [October] [Salmon and Fishing] [Sustainability] [Technology] [Trails] [Urban Growth and Development] [Wildlife]
No memos

OC60,Inter-connected communities surrounded by healthy rural lands. Vibrant economies with a mix of traditional and technological-based businesses. Off the grid development which utilizes renewable resources. Enhanced and revitalized relationships between government and native tribes and local residents. Better entrance features and enhanced trail networks. A mix of housing types for all income levels. Continued city-centered growth. More emphasis on providing local goods to local population. Healthy salmon runs. More water dependent economic development.

P 1: Community and October Data Q3.txt - 1:172 [NB60,"Gorge: controlled growth..] (121:121) (Super)
Codes: [Cultural Heritage] [Diversity] [Scenic Beauty and NSA] [Small and Local Businesses] [Sustainability] [Urban Growth and Development]
No memos

NB60,"Gorge: controlled growth, protections for archaeological sites/environment/scenic beauty, variety of small businesses, variety of residents in terms of income, education, race and family size"

P 1: Community and October Data Q3.txt - 1:174 [LD102,"diverse population (eth..] (205:205) (Super)
Codes: [Air and Water Quality] [Dams and Waterways] [Diversity] [Mass Transit and Alternative Transportation] [Pollution] [Scenic Beauty and NSA] [Technology] [Urban Growth and Development]

No memos

LD102,"diverse population (ethnicities, gender, age, etc); thoughtful, planned and not growth for growth's sake. A clean flowing river and tributaries. Respect for the scenic beauty by protection and preservation. Mass transit. Less pollution than now through improved technology and human mindfulness."

P 1: Community and October Data Q3.txt - 1:179 [CL162,if rampant large develop..] (325:325) (Super)
Codes: [Sustainability] [Urban Growth and Development]
No memos

CL162,if rampant large developments are allowed it will be ruined. If the Gorge Act is followed to the letter there may still be beauty for all to enjoy. The Gorge environment is fragile and needs protection.

P 1: Community and October Data Q3.txt - 1:181 [OC5,"A rail system that serves..] (369:369) (Super)
Codes: [Housing] [Mass Transit and Alternative Transportation] [October] [Resource and Land Management] [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

OC5,"A rail system that serves both commercial and private needs would probably be the single element that would address multiple challenges. Affordable housing within urban areas. Minimal new private development in the Scenic Area -more public conservation, ownership."

P 1: Community and October Data Q3.txt - 1:188 [MO69,"Same or improved landsca..] (139:139) (Super)
Codes: [Agriculture] [Diversity] [Local and Regional Economy] [Local food systems] [Mass Transit and Alternative Transportation] [Sustainability] [Urban Growth and Development]
No memos

MO69,"Same or improved landscape -natural, agricultural, towns. Communities that are relevant on local networks, not food, etc shipped in from China or Portland even. Growth or change that is light on the earth - sustainable, green development that doesn't rely on cars. Celebration of our social, racial, environmental and economic diversity. Glacier growth!"

P 1: Community and October Data Q3.txt - 1:194 [TD154,"family wage jobs, bette..] (309:309) (Super)
Codes: [Diversity] [Education and Schools] [Housing] [Jobs and Wages] [Sustainability] [Urban Growth and Development] [Youth and Elderly]
No memos

TD154,"family wage jobs, better schools, rural feel with urban services, attract community that feels good about itself through controlled growth, mixed age population, affordable mixed housing"

P 1: Community and October Data Q3.txt - 1:195 [CL168,"a locally based economy..] (337:337) (Super)
Codes: [Cultural Heritage] [Local and Regional Economy] [Resource and Land Management] [Salmon and Fishing] [Small and Local Businesses] [Urban Growth and Development] [Wildlife] [Youth and Elderly]
No memos

CL168,"a locally based economy - food, business (with succession plans for family businesses), energy use, etc. Adequate infrastructure, small communities, continue to keep natural areas, restored fish runs, clean natural environment, understanding of our history -value the native culture and celebrate it. Family focus, care for all ages."

P 1: Community and October Data Q3.txt - 1:200 [TD149,For the gorge I see very..] (299:299) (Super)
Codes: [Agriculture] [Community Identities and Culture] [Government] [Urban Growth and Development]
No memos

TD149,For the gorge I see very little change -regulations prevent that change. I see the community as always an agricultural community.

P 1: Community and October Data Q3.txt - 1:201 [TD157,"centralized urban popul..] (315:315) (Super)
Codes: [Agriculture] [Education and Schools] [Urban Growth and Development]
No memos

TD157,"centralized urban population centers in existing locations, expansion of agricultural products, funded/ expanded educational opportunities"

P 1: Community and October Data Q3.txt - 1:210 [TD158,Everyone has housing tha..] (317:317) (Super)
Codes: [Agriculture] [Education and Schools] [Health and Healthcare] [Housing] [Jobs and Wages] [Livability and Quality of Life] [Local and Regional Economy] [Urban Growth and Development]
No memos

TD158,Everyone has housing that they can afford. Everyone is employed to the level of their capability. Education and medical facilities are adequate. Infrastructure is in good shape. Adequate work force for the Ag community. Balance economy and quality of life.

P 1: Community and October Data Q3.txt - 1:229 [CA43,"A self- sustainable comm..] (87:87) (Super)
Codes: [Alternative Energy] [Self-sufficient communities] [Small and Local Businesses] [Sustainability] [Urban Growth and Development]
No memos

CA43,"A self- sustainable community, local small businesses producing most of what it needs - lots of small enterprises - a cellulosic ethanol plant utilizing forest trimmings. Greenhouses heated with geothermal water- controlled growth that doesn't negatively impact the planet. Development that is done in an ecologically sensitive way."

P 1: Community and October Data Q3.txt - 1:234 [NB52,well-thought out growth. ..] (105:105) (Super)
Codes: [Civic Engagement] [Community Identities and Culture] [Urban Growth and Development]
No memos

NB52,well-thought out growth. Staying unique to our community. Citizen involvement and participation

P 1: Community and October Data Q3.txt - 1:244 [UN92,things we value today are..] (185:185) (Super)
Codes: [Bridge] [Civic Engagement] [Cooperation and Respect] [Government] [Mass Transit and Alternative Transportation] [Urban Growth and Development]
No memos

UN92,things we value today are still important to those who live here in 20 years and land use planning is still an effective tool to manage growth. Citizens of the gorge are engaged in a collaborative effort to find solutions - it is not just the Gorge Commission's problem! More mass transit/ community options exist both locally and regionally. A new bridge across the river.

P 1: Community and October Data Q3.txt - 1:247 [LD100,"not much change, spruce..] (201:201) (Super)
Codes: [Urban Growth and Development]
No memos

LD100,"not much change, spruce up what we have - not expand"

P 1: Community and October Data Q3.txt - 1:248 [WI103,No growth except in urba..] (207:207) (Super)
Codes: [Urban Growth and Development]
No memos

WI103,No growth except in urban areas

P 1: Community and October Data Q3.txt - 1:251 [WI108,urban development (not s..] (217:217) (Super)
Codes: [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

WI108,urban development (not sprawl) with continued protection of scenic area.

P 1: Community and October Data Q3.txt - 1:258 [CE124,In my 15-20 years I woul..] (249:249) (Super)
Codes: [Air and Water Quality] [Cultural Heritage] [Dams and Waterways] [Health and Healthcare] [Indigenous Tribes] [Sustainability] [Urban Growth and Development] [Wildlife]
No memos

CE124,In my 15-20 years I would like to see the Gorge the same way it is and cleaner River and all the wildlife in their natural places and enough development along the Gorge plus save all our Indian food and medicines and roots and all our people along River and lands.

P 1: Community and October Data Q3.txt - 1:264 [TD143,"common goal for all com..] (287:287) (Super)
Codes: [Community Identities and Culture] [Cooperation and Respect] [Livability and Quality of Life] [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

TD143,"common goal for all communities in the gorge on vision and livability -recognize strengths/ weaknesses, cities remain the same size and retain their separate personalities, coordinated efforts to protect the NSA"

P 2: Web Data Q3.txt - 2:3 [WE3,"improved public access, n..] (7:7) (Super)
Codes: [Resource and Land Management] [Urban Growth and Development] [Wildlife]
No memos

WE3,"improved public access, native wildlife and fish habitat restored, control of construction on Oregon side."

P 2: Web Data Q3.txt - 2:5 [WE5,"Transportation: high spee..] (11:11) (Super)
Codes: [Alternative Energy] [Highways and Roads] [Housing] [Local food systems] [Mass Transit and Alternative Transportation] [Regional Transportation Network] [Self-sufficient communities] [Sustainability] [Urban Growth and Development]
No memos

WE5,"Transportation: high speed rail service both sides of the river, feeder bus lines from park & ride lots, frequent local mass transit so no longer necessary to have a personal vehicle, neighborhood fleets of membership rental cars, fuel prices reflective of true cost, freight carried on barges or trains, not roads; Housing: dense mixed residential downtowns, tight urban boundaries to protect farmlands, compact pocket developed neighborhood communities for rural lots, small farms for local production; Resources: all buildings with green roofs and/or solar panels; composting toilets and greywater recycling, decentralized local self-sufficiency = foods in season, urban agriculture, ruralization."

P 2: Web Data Q3.txt - 2:6 [WE6,"A landscape that has been..] (13:13) (Super)
Codes: [Air and Water Quality] [Outdoor Recreation] [Resource and Land Management] [Scenic Beauty and NSA] [Urban Growth and Development] [Wildlife]
No memos

WE6,"A landscape that has been preserved for our children to understand the unique geology of the area, wildlife and native plants abound, the air is clear and clean, the views are free from commercialism, private residences and business, areas are set aside where people are able to windsurf, fish, hike and bike."

P 2: Web Data Q3.txt - 2:8 [WE8,"I-84 has transitioned int..] (17:17) (Super)
Codes: [Government] [Highways and Roads] [Outdoor Recreation] [Pollution] [Resource and Land Management] [Scenic Beauty and NSA] [Trails] [Urban Growth and Development]
No memos

WE8,"I-84 has transitioned into a highway that fits more with the scenic character of the gorge, the communities within the gorge have adopted the scenic character also, major recreational developments have been contained within city limits and have been developed in a way that fits with the nature of the gorge, the forest service and the Gorge Commission have evolved into one agency that is managing the growth in the gorge, the trail system has been improved and is accessible to everyone, including the disabled community, air pollution issues have been resolved."

P 2: Web Data Q3.txt - 2:11 [WE11,"Make communities expand ..] (23:23) (Super)
Codes: [Urban Growth and Development]
No memos

WE11,"Make communities expand up and to the north and south, not east and west."

P 2: Web Data Q3.txt - 2:13 [WE13,Many recreation enhanceme..] (27:27) (Super)
Codes: [Outdoor Recreation] [Small and Local Businesses] [Tourism] [Urban Growth and Development]
No memos

WE13,Many recreation enhancements. The area is lacking now. A high quality resort like Broughton Landing. More attractive urban areas with lively businesses. Better land use planning inside urban areas.

P 2: Web Data Q3.txt - 2:14 [WE14,"I would like to see the ..] (29:29) (Super)
Codes: [Community Identities and Culture] [Resource and Land Management] [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

WE14,"I would like to see the Gorge maintain it's active community. I would LOVE to see things like town squares and trees on the streets. Most important of all, I want to see the environment protected (enforce the National Scenic Area) - we need to keep the forest, the river, and the mountain clean, available, and protected."

P 2: Web Data Q3.txt - 2:19 [WE19,The less development the ..] (39:39) (Super)
Codes: [Didn't Answer] [Urban Growth and Development]
No memos

WE19,The less development the better. I see it becoming more and more like Gresham or Beaverton with unlimited sprawl and I hate to think of that.

P 2: Web Data Q3.txt - 2:20 [WE20,Would like it to be very ..] (41:41) (Super)
Codes: [Population] [Urban Growth and Development]
No memos

WE20,Would like it to be very similar to way it is today in ways of population and development

P 2: Web Data Q3.txt - 2:23 [WE23,Protection of agricultura..] (47:47) (Super)
Codes: [Agriculture] [Diversity] [Jobs and Wages] [Outdoor Recreation] [Resource and Land Management] [Urban Growth and Development]
No memos

WE23,Protection of agricultural lands against development. Encouragement of diverse ethnic and social communities. Protection of recreational opportunities. More family wage jobs.

P 2: Web Data Q3.txt - 2:26 [WE26,"There are 2 key areas th..] (53:53) (Super)
Codes: [Air and Water Quality] [Civic Engagement] [Cooperation and Respect] [Government] [Pollution] [Urban Growth and Development]
No memos

WE26,"There are 2 key areas that the Gorge could be improved by government action over the next 20

years: 1.A steadfast resistance to development (including a resistance to corporate pressure, the blandishments of promises of dozens of low-wage jobs, and the politicians who shill for them). In other words, no extra-urban development is a necessary and worthy goal. 2.Importantly, air quality must be addressed seriously. It is unacceptable that our rural areas have smog. We need to bring unified government and citizen pressure on DEQ to greatly tighten pollution controls on the coal plant in Boardman, the huge cow feedlot there, and on traffic pollution from the Portland Metro area; and, in places like The Dalles, banning open burning in favor of yard waste recycling."

P 2: Web Data Q3.txt - 2:29 [WE29,"A large population, cent..] (59:59) (Super)
Codes: [Didn't Answer] [Population] [Resource and Land Management] [Urban Growth and Development]
No memos

WE29,"A large population, centered in specific areas with a high crime rate, and more land use laws."

P 2: Web Data Q3.txt - 2:30 [WE30,I see a national treasure..] (61:61) (Super)
Codes: [Parks and Open Spaces] [Population] [Resource and Land Management] [Urban Growth and Development]
No memos

WE30,I see a national treasure that has maintained the current protection of open spaces and has withstood the pressures of increased population density in the urban areas to allow this immense natural treasure to flourish.

P 2: Web Data Q3.txt - 2:33 [WE33,"safe water supply, maint..] (67:67) (Super)
Codes: [Air and Water Quality] [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

WE33,"safe water supply, maintenance of the urban growth boundary, and the gorge scenic act"

P 2: Web Data Q3.txt - 2:34 [WE34,"No cumulative impacts to..] (69:69) (Super)
Codes: [Local and Regional Economy] [Resource and Land Management] [Urban Growth and Development] [Wildlife]
No memos

WE34,"No cumulative impacts to any protected resource. Urban areas have evolved economically, yet have not needed to expand their boundaries. Diverse plants and wildlife thrive in robust ecosystems."

P 2: Web Data Q3.txt - 2:35 [WE35,"More density in existing..] (71:71) (Super)
Codes: [Parks and Open Spaces] [Trails] [Urban Growth and Development]
No memos

WE35,"More density in existing communities, parks/trails carefully and tastefully extended to handle more use without grossly visible impact. The Gorge is still the unique, majestic place where one can still experience the best of nature, summer or winter, and easily visualize the history that has run through this passage with time."

P 2: Web Data Q3.txt - 2:36 [WE36,"Quality---no more quanti..] (73:73) (Super)
Codes: [Bridge] [Highways and Roads] [Housing] [Urban Growth and Development]
No memos

WE36,"Quality---no more quantity No more condos, upgraded low income housing, better roads, new bridge, flowing traffic"

P 2: Web Data Q3.txt - 2:39 [WE39,"high paying jobs for loc..] (79:79) (Super)
Codes: [Agriculture] [Alternative Energy] [Education and Schools] [Health and Healthcare] [Jobs and Wages] [Livability and Quality of Life] [Local food systems] [Mass Transit and Alternative Transportation] [Small and Local Businesses] [Sustainability] [Urban Growth and Development] [Youth and Elderly]
No memos

WE39,"high paying jobs for local residents; healthy, profitable family farms, locally grown food for residents and visitors; locally produced, environmentally friendly energy and fuel; sufficient retail activity for residents to meet all or most of their needs locally; adequate local medical services; green construction centers and expertise; excellent schools; services for seniors (such as local medical facilities that accept Medicare, assisted living facilities in a farm setting, local and regional public transportation); high speed rail service to urban centers"

P 2: Web Data Q3.txt - 2:40 [WE40,"I see the Gorge as it is..] (81:81) (Super)
Codes: [Community Identities and Culture] [Outdoor Recreation] [Tourism] [Urban Growth and Development]
No memos

WE40,"I see the Gorge as it is today, with no more development or subdivision. Recreation resources have been enhanced to handle the increasing number of visitors. Gorge residents, and citizens in general, strongly value protecting the Gorge."

P 2: Web Data Q3.txt - 2:41 [WE41,"I'm seeing the idea deve..] (83:83) (Super)
Codes: [Agriculture] [Alternative Energy] [Casino] [Highways and Roads] [Local and Regional Economy] [Outdoor Recreation] [Resource and Land Management] [Scenic Beauty and NSA] [Small and Local Businesses] [Tourism] [Urban Growth and Development]
No memos

WE41,"I'm seeing the idea develop that we cannot develop within the Scenic Area, but almost anything goes in other places such as the Urban growth boundary, and just outside the Scenic area. Examples are: 1) Wind Farms just ouside the Scenic area, but that are highly visible within the scenic area. 2) The Casino within Cascade Locks, 3) Broughton Mill conversion to a Resort. I am not against development, but I do think development within these areas should be within the 'spirit' of the Scenic Area. We should protect our hilltops just outside the Scenia Area from 'view-killing' development such as Wind Farms, while encouraging their development in 'non view-killing' sites. We should ensure Resort developments at Cascade Locks, and Broughton Mill are of a limited in size and scope, so they do not dominate the landscape, and we do not have to increase our road infrastructure too much to accomodate them. Businesses have located in The Gorge for the scenic beauty and access to recreation (think Insitu). We should continue to encourage agriculture for economic reasons and the tourism it draws (think budding wine industry). We should continue logging, as long as we log areas in a wise and planned manner. (I have lived in Washingon long enough to see logged areas recover and be logged again, or returned to a preserved state; but land once developed will never return to it's natural state.)"

P 2: Web Data Q3.txt - 2:42 [WE42,All home and business wit..] (85:85) (Super)
Codes: [Pollution] [Urban Growth and Development]
No memos

WE42,All home and business with following dark skies practices so we can still see the stars. The it won't

feel like a city. The there will not be glaring signs and billboard and no obvious industry.

P 2: Web Data Q3.txt - 2:43 [WE43,"clearly defined preserva..] (87:87) (Super)
Codes: [Livability and Quality of Life] [Local and Regional Economy] [Outdoor Recreation] [Resource and Land Management] [Urban Growth and Development]
No memos

WE43,"clearly defined preservation areas, absolutely no change to what nature develops and equally clearly defined areas for human activity, both outdoor experiences and economic growth that are defined and give reasonable space for people to live and work. Without the care exercised by the people who live in the gorge, the ability to enjoy what nature provides would be greatly diminished."

P 2: Web Data Q3.txt - 2:44 [WE44,Traffic patterns and ligh..] (89:89) (Super)
Codes: [Highways and Roads] [Housing] [Urban Growth and Development] [Wildlife]
No memos

WE44,Traffic patterns and lights are better thought out housing is mixed (single and apts) with open areas Puncture vine is eradicated in city

P 2: Web Data Q3.txt - 2:46 [WE46,Keep growth and developme..] (93:93) (Super)
Codes: [Outdoor Recreation] [Urban Growth and Development]
No memos

WE46,Keep growth and development within defined high density areas. Maintain recreational opportunities.

P 2: Web Data Q3.txt - 2:47 [WE47,"My greatest expectations..] (95:95) (Super)
Codes: [Air and Water Quality] [Cultural Heritage] [Outdoor Recreation] [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

WE47,"My greatest expectations for the gorge is to sustain the beauty, by restricting the building of condos, apartments, and resort in the gorge view shed. Keeping the water clean and pure for water sports, fishing, and the health of our area. My expectation is to leave the gorge in beauty for our children and our children's children. Who are we to destroy our legacy! It would be wonderful for future generations to know the history of Lewis and Clark and see the gorge the way we see it."

P 2: Web Data Q3.txt - 2:48 [WE48,"I see no development out..] (97:97) (Super)
Codes: [Dams and Waterways] [Education and Schools] [Outdoor Recreation] [Urban Growth and Development]
No memos

WE48,"I see no development outside incorporated areas, infill development, a variety of recreational opportunities, a marina in Bingen, a variety of places where families can recreate away from motorized vehicles, an expansion of educational opportunities for people of all ages."

P 2: Web Data Q3.txt - 2:49 [WE49,"Outside the urban areas,..] (99:99) (Super)
Codes: [Outdoor Recreation] [Scenic Beauty and NSA] [Trails] [Urban Growth and Development]
No memos

WE49,"Outside the urban areas, an area relatively unchanged from what we see today. More emphasis placed on maintaining and saving our scenic areas. Increased access to recreation, no resorts or hotel, but access to trails, river and mountains."

P 2: Web Data Q3.txt - 2:50 [WE50,"Natural forces created t..] (101:101) (Super)
Codes: [Bridge] [Mass Transit and Alternative Transportation] [Pollution] [Resource and Land Management] [Scenic Beauty and NSA] [Sustainability] [Urban Growth and Development]
No memos

WE50,"Natural forces created the Columbia River Gorge. I cannot see how man can improve on it, only degrade it. My highest expectations would be to manage changes to minimize mans increasing footprint. A public transit system to try to reduce the traffic pollution and number of cars on the road would help. A safer and less noisy HR bridge would aid commerce and reduce noise pollution Reducing the open burning in areas around the Gorge, particularly Oregon where most of the particulates originate from both legal and illegal burning practices, would be greatly helpful. Limiting developments outside of single family dwellings to urban areas would also limit the size of the footprint. Finally, requiring low impact light industial developments to be placed only in urban areas and preexisting sites, and large scale, high impact (highly visible) industrial developments in low value resource lands far enough from the NSA boundary as to not degrade the Natural Scenic Quality of a National Natural Treasure. In other words, please work to protect the viewshed of the National SCENIC Area from developments that were not forseen in the inception of the Scenic Act. Thank you for the opportunity to comment!"

P 2: Web Data Q3.txt - 2:52 [WE52,Wall to wall houses.] (105:105) (Super)
Codes: [Didn't Answer] [Housing] [Urban Growth and Development]
No memos

WE52,Wall to wall houses.

P 2: Web Data Q3.txt - 2:55 [WE55,Mass transit thru the gor..] (111:111) (Super)
Codes: [Air and Water Quality] [Mass Transit and Alternative Transportation] [Pollution] [Regional Transportation Network] [Urban Growth and Development]
No memos

WE55,Mass transit thru the gorge to Portland metro area; More latitude for mixed use development to help maintain existing communities. Clean air so one can still see across the river. Boardman coal and cow operations need to stop polluting the gorge air shed.

P 2: Web Data Q3.txt - 2:60 [WE60,Active forest management;..] (121:121) (Super)
Codes: [Agriculture] [Housing] [Resource and Land Management] [Urban Growth and Development]
No memos

WE60,Active forest management; active agriculture management; rural landscape; no housing developments; no retail/industrial landscapes

P 2: Web Data Q3.txt - 2:61 [WE61,"Growth is strictly manag..] (123:123) (Super)
Codes: [Agriculture] [Air and Water Quality] [Community Identities and Culture] [Cooperation and Respect] [Diversity] [Education and Schools] [Government] [Livability and Quality of Life] [Local food systems] [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

WE61,"Growth is strictly managed to respect our quality of life... including the environment (air, water, scenic beauty, etc.). We supply a good deal of our agricultural needs locally. There is a diverse populace. The Gorge has developed a strong sense of Community and recognizes the value in cooperating on regional planning issues. We place a value on (and offer) lifelong learning opportunities for all citizens."

P 2: Web Data Q3.txt - 2:63 [WE63,"Homes will be carefully ..] (127:127) (Super)
Codes: [Agriculture] [Alternative Energy] [Biking and Walking] [Bridge] [Cooperation and Respect] [Dams and Waterways] [Highways and Roads] [Housing] [Local food systems] [Mass Transit and Alternative Transportation] [Parks and Open Spaces] [Pollution] [Resource and Land Management] [Salmon and Fishing] [Scenic Beauty and NSA] [Small and Local Businesses] [Sustainability] [Urban Growth and Development] [Wildlife]
No memos

WE63,"Homes will be carefully placed in the natural environment to be mostly invisible - i.e., many underground or clustered where existing development is now and are highly energy efficient. Nature is continuing to dominate. Native plants are first and foremost in consideration when any developement is considered. Full inventories of all species are carefully catelogued in concert with the state rare plants program. Only existing footprints are disturbed. Energy consumption is way down, The Dalles dam is removed and fisheries are restored. Small streams entering the Columbia have adequate woody debris and shading and are protected from any chemical pollution. Outdoor lighting is in compliance with the Dark Sky Association guidelines - so that we can see the night sky. An ongoing weigh station for trucks on Highway 14 ensures full compliance of all trucks on the highway - or laws have changed so that all big rigs will find it way more sensible to travel I-84 instead. Ferry boats will be back on the river at places like Arlington / Roosevelt and even White Salmon / Hood River for passengers and bicycles. a full bicycle path will be open on the bridge between Wash/Oregon - that will happen in 2008. There will be full acknowledgement of the incredible contribution of each individual, culture, family, community and all will be fully respected and celebrated. A fully developed agriculture providing for 90% of our regional food. Clean water would be used for human consumption - composting toilets, grey water systems would be ubiquitous. All water heated by solar systems. Solar photovolaics would be on every square foot of roof space (where there wasn't vegetation growing). Minimal dams in place only to control extreme flooding (although all houses would be out of flood plains) to restore fisheries. There would be high speed trains running east and west on the north and south side of the river connecting to I-5 corridor high speed trains. There would be active bus systems throughout the valleys. and so on..... Cars would be off of Oak Street in hood river and jewett in White Salmon with pedestrian malls in place and loved by all. Local business would increase as the populace enjoyed eating, drinking together in park spaces where the streets used to be...."

P 2: Web Data Q3.txt - 2:66 [WE66,"The way things are going..] (133:133) (Super)
Codes: [Didn't Answer] [Population] [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

WE66,"The way things are going, there is going to more damage to the scenic areas of the gorge by over development and growth in population...."

P 2: Web Data Q3.txt - 2:68 [WE68,"Expanded cities with sou..] (137:137) (Super)
Codes: [Dams and Waterways] [Highways and Roads] [Local and Regional Economy] [Scenic Beauty and NSA] [Tourism] [Urban Growth and Development]
No memos

WE68,"Expanded cities with sound economics, some destination resort growth that utilizes places on the river that need improvement and allow for people. Improved road systems that take people off the freeway and into the areas that are outside the scenic area to play and live."

P 2: Web Data Q3.txt - 2:70 [WE70,"Urban areas contain all ..] (141:141) (Super)
Codes: [Education and Schools] [Local food systems] [Small and Local Businesses] [Urban Growth and Development]
No memos

WE70,"Urban areas contain all the concentrated development; rural areas remain unchanged, unaffected by noisy and disruptive businesses; schools are well-funded; we have a strong and thriving business community; successful local food economy so the gorge can feed itself."

P 2: Web Data Q3.txt - 2:71 [WE71,Community's Urban Growth ..] (143:143) (Super)
Codes: [Local and Regional Economy] [Urban Growth and Development]
No memos

WE71,Community's Urban Growth Boundaries have increased to maintain economic vibrancy.

P 2: Web Data Q3.txt - 2:74 [WE74,"Hopefully the natural vi..] (149:149) (Super)
Codes: [Agriculture] [Local and Regional Economy] [Outdoor Recreation] [Resource and Land Management] [Scenic Beauty and NSA] [Tourism] [Urban Growth and Development]
No memos

WE74,"Hopefully the natural views, robust intact ecosystems, and properly managed recreation opportunities. Urban areas that haven't expanded and an economy based on agriculture, sustainable forestry and tourism that doesn't turn the area into another get-a-way for the extravagantly wealthy."

P 2: Web Data Q3.txt - 2:78 [WE78,"Housing confined to comm..] (157:157) (Super)
Codes: [Civic Engagement] [Government] [Housing] [Resource and Land Management] [Scenic Beauty and NSA] [Tourism] [Urban Growth and Development]
No memos

WE78,"Housing confined to communities and cities--No resorts and condos built outside of the cities. Industrial growth in industrial parks only and that includes the current interpretation of 'green' industry. When industrial growth takes place outside the scenic area, the impact of traffic going through the Gorge should be considered and the Gorge Commission, Forest Service Scenic Area, state and county governments should be required to consider, act on and avoid additional impacts. If we are going to have planning, those plans must provide protection for the people living in an area, as compensation for giving up certain rights. Restrictions without protection violate the intent of and laws regarding planning.If you really cared about what the public thought, you would have allowed more than 50 people to participate in this process from the beginning. Confining the public to regimented meetings and restrictive, non-interactive, computer surveys is a good way of doing what you want. It makes it a lot easier to say yes to power and money at the expense of the Gorge."

P 2: Web Data Q3.txt - 2:79 [WE79,Controlled expansion with..] (159:159) (Super)
Codes: [Local and Regional Economy] [Sustainability] [Urban Growth and Development]
No memos

WE79,Controlled expansion with clean industry

P 2: Web Data Q3.txt - 2:80 [WE80,I hope to see Economic De..] (161:161) (Super)
Codes: [Agriculture] [Education and Schools] [Government] [Highways and Roads] [Jobs and Wages] [Local and Regional Economy] [Population] [Resource and Land Management] [Scenic Beauty and NSA] [Sustainability] [Urban

Growth and Development]
No memos

WE80,I hope to see Economic Development to maintain living wage jobs for Gorge residents. I hope to see governmental agencies respect Gorge residents and their property rights. I hope to see balance on environmental issues. All Gorge residents who lost their property or the value thereof to the NSA MUST be compensated fairly. Growth will respect agriculture and forestry as important industries. Forests will be cleaned and utilized as sustainable and economic treasures to fund education and local governments. County money will be restored to replace the loss of revenue due to restrictions on our forest land. Measure 37 claims in the NSA and non NSA will be honored by County and State government. Measure 49 will be rescinded due to lack of proper hearings. There will be new roads to accommodate the new population.

P 2: Web Data Q3.txt - 2:83 [WE83,Rampant development was p..] (167:167) (Super)
Codes: [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

WE83,Rampant development was prohibited leaving a beautiful area for future generations unscarred by greed.

P 2: Web Data Q3.txt - 2:84 [WE84,"low impact recreational ..] (169:169) (Super)
Codes: [Agriculture] [Casino] [Outdoor Recreation] [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

WE84,"low impact recreational amenities, limited agriculture, commercial kept in cities, scenic preservation, no casino"

P 2: Web Data Q3.txt - 2:85 [WE85,"moratorium on building, ..] (171:171) (Super)
Codes: [Air and Water Quality] [Mass Transit and Alternative Transportation] [Urban Growth and Development]
No memos

WE85,"moratorium on building, more public transportation, cleaner air"

P 2: Web Data Q3.txt - 2:86 [WE86,"In fill housing in exist..] (173:173) (Super)
Codes: [Dams and Waterways] [Housing] [Mass Transit and Alternative Transportation] [Regional Transportation Network] [Scenic Beauty and NSA] [Urban Growth and Development] [Wildlife]
No memos

WE86,"In fill housing in existing urban areas, rapid transit to Portland and Boise, a clean river, energy independent corridor of scenic beauty and wildlife."

P 2: Web Data Q3.txt - 2:90 [WE90,"There will be economic d..] (181:181) (Super)
Codes: [Casino] [Government] [Local and Regional Economy] [Small and Local Businesses] [Urban Growth and Development]
No memos

WE90,"There will be economic development such as the Casino in Cascade Locks, the Broughton Resort and development of small businesses inside and outside the urban growth boundaries. People who lost their land or the value of their land by rigid restrictions from the GC and LCDC, will have been compensated for their loss."

P 2: Web Data Q3.txt - 2:91 [WE91,"Well, there you have it...] (183:183) (Super)
Codes: [Casino] [Government] [Scenic Beauty and NSA] [Tourism] [Urban Growth and Development]
No memos

WE91,"Well, there you have it. My highest expectations are that it will not have changed. That the commission will be populated by people who have enforcing the CRGNSA as a top priority, rather than building and cashing in on casinos, resorts, second and third homes and the like. The greed will always be with us, but I hope one day that the greedy wake up and realize that what we have here in the gorge is worth a whole lot more to every single one of us just the way it is than it could ever be worth to the few people who would prefer it to look like a geologically interesting version of Tigard."

P 2: Web Data Q3.txt - 2:92 [WE92,"The beauty and power of ..] (185:185) (Super)
Codes: [Pollution] [Population] [Scenic Beauty and NSA] [Urban Growth and Development] [Wildlife]
No memos

WE92,"The beauty and power of the Gorge to re-vivify the human spirit would be maintained, i.e. it would not be overrun with people, misplaced housing, automobile smog, industrial pollution, and ruined wildlife sanctuaries."

P 2: Web Data Q3.txt - 2:93 [WE93,"Growth will be slow enou..] (187:187) (Super)
Codes: [Biking and Walking] [Bridge] [Education and Schools] [Housing] [Jobs and Wages] [Local food systems] [Mass Transit and Alternative Transportation] [Outdoor Recreation] [Parks and Open Spaces] [Regional Transportation Network] [Scenic Beauty and NSA] [Technology] [Tourism] [Urban Growth and Development]
No memos

WE93,"Growth will be slow enough to meet needs as it comes. There will be bike/pedestrian access over the river from Bingen to Washington. There will be more affordable housing options. There will be more decent paying jobs in science, technology,education and recreation. Decent paying would be enough for a person with a Bachelor's Degree to be able to afford a house. There will be more carpool/public transit/bike options to connect towns together and access to bigger cities like Portland and The Dalles. There will not be high rise condos all over. There will ample parks, community gardens and open space in town to make up for high density. There will be designated dog parks. The local Gorge Food Network will have grown and be able to provide a significant percentage of food to local schools, hospitals and residences. The recreation and outdoor industry will still be the primary attraction, but arts, decent jobs, and scenic beauty will also attract people."

P 2: Web Data Q3.txt - 2:94 [WE94,"Entire Hanford complex c..] (189:189) (Super)
Codes: [Agriculture] [Dams and Waterways] [Government] [Livability and Quality of Life] [Pollution] [Resource and Land Management] [Scenic Beauty and NSA] [Sustainability] [Urban Growth and Development]
No memos

WE94,"Entire Hanford complex completely cleaned up and ready for habitation by animals and people. Same for the Umatilla Ordnance Depot. Neither area should pose a threat to the Columbia River directly or indirectly. Both currently pose a great risk. Leaks of contaminaints (which are currently occuring) are a threat to the entire Pacific NW area, not just the Gorge. Removing and cleaning up these areas should be paramount. I would also like to see our infrastructure developed in the Gorge so that its impact visually and environmentally is minimal. Agricultural, forest and park land should be held and protected in trust by Federal and State agencies in perpetuity. Development is going to occur, but it should fall within the guidelines of the National Scenic Area. Rural areas in or near the Gorge should also abide by the same regulations for no impact on the Gorge. Further, it would be nice to see the communities develop and grow

near the Gorge in a way that protects the natural beauty of the entire area.'Green' developments should be the norm in construction and engineering for this area. 'Green' and environmentally friendly infrastructure should be developed ahead of the growth curve and be more than adequate to protect and maintan the area's natural beauty and qualities of life, for all creatures who rely on this area."

P 2: Web Data Q3.txt - 2:96 [WE96,"Daily mass transit going..] (193:193) (Super)
Codes: [Housing] [Mass Transit and Alternative Transportation] [Urban Growth and Development]
No memos

WE96,"Daily mass transit going east and west on a regular basis powered by non-polluting transportation. Restrictions to have homes on currently buildable lots limited to less than 2,000 square feet and one story high."

P 2: Web Data Q3.txt - 2:101 [WE101,"Growth needs to happen ..] (203:203) (Super)
Codes: [Dams and Waterways] [Government] [Jobs and Wages] [Local and Regional Economy] [Outdoor Recreation] [Technology] [Tourism] [Urban Growth and Development]
No memos

WE101,"Growth needs to happen but it needs to be managed. Three new condo projects in a town the size of Mosier is way too much. Access to the Columbia River needs to be improved. All parks need restrooms and should be open to all visitors for free. Use Maui as a model for water access. Windsurfing and kiting need to have their own beaches for launching. Living wage jobs that last all year, need to be a part of the future. Tourism is good but it does not make for a stable job situation. Clean industry such as electronics should be a target. The Gorge Commission sets some very unreasonable rules for new construction. My garage project was held up a year because of their messing around. It finally ended in binding arbitration and I was able build. They still control way too many things like building and door color. There are almost no options that they will agree to. This process should be reviewed and fixed."

P 2: Web Data Q3.txt - 2:102 [WE102,Wild areas permanently p..] (205:205) (Super)
Codes: [Education and Schools] [Housing] [Resource and Land Management] [Urban Growth and Development]
No memos

WE102,Wild areas permanently protected from development. Affordable housing expanded greatly. School systems improved;

P 2: Web Data Q3.txt - 2:108 [WE108,Continued restricted dev..] (217:217) (Super)
Codes: [Government] [Resource and Land Management] [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

WE108,Continued restricted development. More public land purchases to protect against development. Diligence by the Commission to keep visual impact low when it comes to homes built within the NSA. I see it continuing to be a place of unparalleled beauty if the Commission fulfills its mission.

P 2: Web Data Q3.txt - 2:111 [WE111,"If the gorge changed to..] (223:223) (Super)
Codes: [Cooperation and Respect] [Cultural Heritage] [Parks and Open Spaces] [Resource and Land Management] [Scenic Beauty and NSA] [Tourism] [Urban Growth and Development]
No memos

WE111,"If the gorge changed to my expectations, in the next 15 to 20 years, I would imagine a Gorge

protected for years to come. This protection would be similar to that of national parks, and perhaps even be national parks in some areas (should future measures need to be taken in order to protect and preserve certain areas of the Gorge). I vision A Columbia Gorge which had areas on both sides of the river, Oregon and Washington, collaborating together in land use protections which would encompass miles past the shoreline. It may extend 10 maybe 15 miles from the waters edge. Whatever homes, or established neighborhoods would continue to be there and grandfathered in. New homes, condos, strip malls, and other developments would be prohibited, except perhaps in urbanized areas such as Hood River, and The Dalles. And even then those developments should be weighed with the natural areas. The gorge protection should rest upon those areas of special scenic and ecological qualities which warrant such protections, and also small communities which would feed off this park like setting. Cascade Locks for example, still brings in 1000s of tourists and visitors each year and holds Columbia River cruises. They could benefit by cutting a few trees down so that people driving down the I-84 freeway could see them, as to remember them, and also thin a few trees that currently block views of the Bridge of the Gods. That bridge used to be very visible and very impact. It nearly made you want to stop at Cascade Locks just to see it. Cutting down a few for a better view will not hurt the trees. In fact they used to not be there in the first place and why I remember as a kid seeing the Bridge in full view. It was a very big deal growing up and I'm sure would rekindle people into stopping or at least remembering to stop there the next time... Also keeping the Gorge free from the recent Destination Resorts abuse that we have seen in Central Oregon would be important to look at. If this were to happen in the Gorge it would put more housing, more development in an area which needs to remain pure for our generation as well as future generation. We need to remember the rainforest type qualities of the falls areas in the Gorge, and the historic aspect of what the Gorge represents. In summary, keeping the Gorge protected, and a pristine natural wonder is by far the most important thing that we could hope for when thinking of the future of the Columbia River Gorge."

P 2: Web Data Q3.txt - 2:115 [WE115,Fewer visible homes outs..] (231:231) (Super)
Codes: [Highways and Roads] [Urban Growth and Development]
No memos

WE115,Fewer visible homes outside of the existing communities. No more roads.

P 2: Web Data Q3.txt - 2:116 [WE116,"no urban sprawl; towns ..] (233:233) (Super)
Codes: [Highways and Roads] [Mass Transit and Alternative Transportation] [Other] [Urban Growth and Development]
No memos

WE116,"no urban sprawl; towns larger, but with in-fill; remnants of grandfathered buildings removed; old highway renovation completed; some car traffic carried on the trains (so you could drive your car directly on and off a train car, especially in ice and snow season)"

P 2: Web Data Q3.txt - 2:118 [WE118,"Specifically, I would l..] (237:237) (Super)
Codes: [Biking and Walking] [Bridge] [Dams and Waterways] [Housing] [Livability and Quality of Life] [Outdoor Recreation] [Scenic Beauty and NSA] [Sustainability] [Tourism] [Trails] [Urban Growth and Development]
No memos

WE118,"Specifically, I would like to see more residential development that is sustainable and visually subordinate (not hidden). Broughton and Sundoon would be built. They would both restore the land, and improve quality of life for current residents AND wildlife. Ideally, a Marina would be built in the Bingen Port with condos and boutiques and restaurants. The horrible port of hood river bridge (noisy, unsafe, ugly) would be replaced with a quiet bridge that has a pedestrian sidewalk. I would like to see better access to the river, with boat ramps in Lyle, improvements to Doug's beach, access at Klickitat Sandbar, camping at the Spring creek hatchery, and general improvement in all the recreational trails, beaches and physical infrastructure supporting the physical beauty of the gorge."

P 2: Web Data Q3.txt - 2:119 [WE119,All the scenic area rema..] (239:239) (Super)
Codes: [Air and Water Quality] [Alternative Energy] [Education and Schools] [Jobs and Wages] [Salmon and Fishing] [Scenic Beauty and NSA] [Sustainability] [Urban Growth and Development]
No memos

WE119,All the scenic area remain intact. Planning for commercial and domestic buildings is green and makes good use of the land--without destroying so many native plants and trees. More clean and renewable energy--especially solar and wind. New developments could use geothermal energy for all the buildings on the site. Creating examples of best practice to inspire others. Maintaining our sources of clean water with healthy populations of salmon in the rivers and steams. Excellent education to train people with skills they need for jobs here.

P 2: Web Data Q3.txt - 2:122 [WE122,"Building and business t..] (245:245) (Super)
Codes: [Alternative Energy] [Parks and Open Spaces] [Scenic Beauty and NSA] [Small and Local Businesses] [Urban Growth and Development]
No memos

WE122,"Building and business to prosper in Urban areas: Hood River, Bingen, White Salmon, The Dalles, Stevenson. Land use outside of Urban areas to be open space with no large scale developments. No industrial scale energy development within sight of National Scenic area. i.e. wind turbines. A buffer created to protect views points from within the National Scenic Area."

P 2: Web Data Q3.txt - 2:123 [WE123,"If the gorge is protect..] (247:247) (Super)
Codes: [Biking and Walking] [Casino] [Community Identities and Culture] [Dams and Waterways] [Indigenous Tribes] [Outdoor Recreation] [Pollution] [Resource and Land Management] [Salmon and Fishing] [Scenic Beauty and NSA] [Tourism] [Urban Growth and Development] [Wildlife]
No memos

WE123,"If the gorge is protected, and large developments are not allowed, one would be able to see the gorge-ous scenery through clean air...salmon would run in the river and native people would be fishing (not running gambling casinos in the gorge)...recreational facilities would be similar to those at Yellowstone or Yosemite National Parks...buses would take hikers to key hiking area to prevent congestion and air pollution...the waterfalls and streams would be as clear as they are now...the native wildflowers would increase in their diversity....and the urban areas would be thriving as dynamic and creative centers for visitors to the gorge."

P 2: Web Data Q3.txt - 2:124 [WE124,Minimize new structures ..] (249:249) (Super)
Codes: [Resource and Land Management] [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

WE124,Minimize new structures in unbuilt areas. Concentrate residential construction in the cities and towns and existing habitation areas. Preserve the skyline and vistas. Pay much more attention to rational use of water

P 2: Web Data Q3.txt - 2:125 [WE125,"If all goes well, I see..] (251:251) (Super)
Codes: [Agriculture] [Biking and Walking] [Bridge] [Highways and Roads] [Local and Regional Economy] [Resource and Land Management] [Urban Growth and Development]
No memos

WE125,"If all goes well, I see a refined Columbia gorge, the building sprawl has not increased dramatically,

denser housing, more bike paths (with bridge access) roundabouts instead of stoplights, light industrial zones intertwined with the landscape, farming and agriculture still dominant"

P 2: Web Data Q3.txt - 2:128 [WE128,"Limited development, ru..] (257:257) (Super)
Codes: [Community Identities and Culture] [Jobs and Wages] [Local and Regional Economy] [Local food systems] [Urban Growth and Development]
No memos

WE128,"Limited development, rural feel, community gardens in every small community and a strong local currency (river hours). Jobs based on rural lifestyles, not commutes to population centers."

P 2: Web Data Q3.txt - 2:129 [WE129,"I see it much as it is ..] (259:259) (Super)
Codes: [Crime and Safety] [Education and Schools] [Highways and Roads] [Urban Growth and Development]
No memos

WE129,"I see it much as it is today ... with maybe some modernization of the small Gorge towns, improved roads, a safer passage at Cape Horn, exemplary high quality schools and controlled growth."

P 2: Web Data Q3.txt - 2:131 [WE131,"About the same number o..] (263:263) (Super)
Codes: [Population] [Urban Growth and Development]
No memos

WE131,"About the same number of people, in about the same places, doing about the same things. Bigger is NOT better in the Gorge nor is progress in the traditional business bottom-line sense acceptable."

P 2: Web Data Q3.txt - 2:132 [WE132,"I see considerable deve..] (265:265) (Super)
Codes: [Tourism] [Urban Growth and Development]
No memos

WE132,"I see considerable development clustered around Cascade Locks/Stevenson, Bingen-White Salmon/Hood River, and The Dalles. There should be additional destination resorts and lodging."

P 2: Web Data Q3.txt - 2:133 [WE133,"I see the Gorge much th..] (267:267) (Super)
Codes: [Dams and Waterways] [Urban Growth and Development]
No memos

WE133,"I see the Gorge much the same as it is today, NATURAL UNDEVELOPED, perhaps with more development and activity on the river itself, as in the waterways around Hong Kong."

P 2: Web Data Q3.txt - 2:134 [WE134,"An active weigh station..] (269:269) (Super)
Codes: [Highways and Roads] [Resource and Land Management] [Scenic Beauty and NSA] [Small and Local Businesses] [Sustainability] [Urban Growth and Development]
No memos

WE134,"An active weigh station at Home Valley or the Bridge of the Gods. Only local commercial truck traffic on hwy 14. The landscape remains the same, without 'gorging out' for rock, sand and gravel like the mess in Camas. Small towns, no cities. Eco-friendly industry in current commercial zones. Any additions

should be out-of-the-way or using abandoned areas,i.e. wind river nursery. Nice, pleasant non-chain restaurants, plant/nurseries, small vineyards and wine-tasting outlets, festivals."

P 2: Web Data Q3.txt - 2:135 [WE135,"air and water is clean,..] (271:271) (Super)
Codes: [Air and Water Quality] [Trails] [Urban Growth and Development]
No memos

WE135,"air and water is clean, hiking trails are well kept, development has been kept intact"

P 2: Web Data Q3.txt - 2:136 [WE136,"I see a safe bridge to ..] (273:273) (Super)
Codes: [Alternative Energy] [Bridge] [Crime and Safety] [Government] [Highways and Roads] [Resource and Land Management] [Scenic Beauty and NSA] [Small and Local Businesses] [Tourism] [Urban Growth and Development]
No memos

WE136,"I see a safe bridge to Hood River from Washington, safe roads and highways because rocks and trees have been removed from the cliffs. I see the Gorge Comission abolished and people directed to enjoy our vast wilderness areas already in place (Gifford Pinchot, Mt. Hood Wilderness, etc.), as well as scenic spots along the river. The counties can very well control development along the rivers without the help and interference of the Gorge Commission. Fire danger is high in our area. People should be able to cut trees surrounding their houses and put metal roofs on them. I would like to see a Broughton's Resort, with a nice restaurant, a grocery store, and a gas station. I would like to see a wave pool/fun center like the new one near Olympia. It would give some small depressed town a boost in the Gorge, and provide family recreation. Also, let's allow wind mills to produce alternate electricity. We've got the wind here."

P 2: Web Data Q3.txt - 2:142 [WE142,"Air & water quality iss..] (285:285) (Super)
Codes: [Agriculture] [Air and Water Quality] [Mass Transit and Alternative Transportation] [Resource and Land Management] [Urban Growth and Development]
No memos

WE142,"Air & water quality issues addressed, if not resolved. Urban growth limited. Agricultural land and resources stabilized. Inter-urban transport augmented by a pubic transit system."

2008-08 Survey Question #4 regarding urban growth and development

51 quotation(s) for code:
Urban Growth and Development
Report mode: quotation list names and references
Quotation-Filter: All

HU: Community Data Action Q4
File: [I:\Staff\GSSW\RRI\SRL\Active Projects\Columbia Gorge Analysis\Atlas Units\Community Data Action Q4.hpr5]
Edited by:Super
Date/Time: 05/29/08 03:00:50 PM

P 1: Community Data Action Q4.txt - 1:1 [ST180,Continue to be forward t..] (3:3) (Super)
Codes: [Air and Water Quality] [Resource and Land Management] [Urban Growth and Development]
No memos

ST180,Continue to be forward thinking with our city water and city sewer planning that will ensure growth and capacity into the future.

P 1: Community Data Action Q4.txt - 1:3 [ST182,We need to develop the c..] (7:7) (Super)
Codes: [Community Identities and Culture] [Urban Growth and Development]
No memos

ST182,We need to develop the character of the town with design guidelines. We need to be very careful of annexations and zoning so we don't end up with the ugly development seen in suburban areas.

P 1: Community Data Action Q4.txt - 1:6 [ST185,"Development of the cape..] (13:13) (Super)
Codes: [Air and Water Quality] [Trails] [Urban Growth and Development] [Wildlife]
No memos

ST185,"Development of the cape horn trail. Ensure that the west end comprehensive plan is adhered to leading to wiser, more reasoned development which will preserve the rural lifestyle and has less of an impact on the water quality and wildlife."

P 1: Community Data Action Q4.txt - 1:7 [ST186,More vigilance on the pa..] (15:15) (Super)
Codes: [Government] [Pollution] [Urban Growth and Development]
No memos

ST186,More vigilance on the part of government officials regarding pollution and all its sources. Land use laws that limit expansion of services outside urban centers and the creation of regulations that limit urban sprawl.

P 1: Community Data Action Q4.txt - 1:11 [ST190,"Creative, stronger zoni..] (23:23) (Super)
Codes: [Government] [Tourism] [Urban Growth and Development]
No memos

ST190,"Creative, stronger zoning for development. Promotion of tour boat, track bus, and auto bus touring (combinations of these)."

P 1: Community Data Action Q4.txt - 1:15 [ST194,"Appropriately sited ren..] (31:31) (Super)

Codes: [Alternative Energy] [Education and Schools] [Government] [Urban Growth and Development] [Youth and Elderly]
No memos

ST194,"Appropriately sited renewable wind energy with supportive tax revenues for community development, education and youth and senior services."

P 1: Community Data Action Q4.txt - 1:22 [CO201,"Development within 'rur..] (45:45) (Super)
Codes: [Education and Schools] [Urban Growth and Development] [Wildlife]
No memos

CO201,"Development within 'rural center' which does not exist. We were supposed to be a rural center but it never happened for whatever reason. Eradication of invasive and non-native growth (i.e. weeds, brush)."

P 1: Community Data Action Q4.txt - 1:29 [CO208,"we need more law enforc..] (59:59) (Super)
Codes: [Alternative Energy] [Crime and Safety] [Government] [Urban Growth and Development]
No memos

CO208,"we need more law enforcement, less restriction on building codes (i.e. alternate energy)"

P 1: Community Data Action Q4.txt - 1:36 [CO215,"Recognize Corbett and T..] (73:73) (Super)
Codes: [Government] [Resource and Land Management] [Urban Growth and Development] [Wildlife]
No memos

CO215,"Recognize Corbett and Troutdale as Urban Areas same as Home Valley; reduce enforcement backlog at Multnomah County without giving out rewards for violations; revise Management Plan to allow typical residential protects (i.e. retaining walls under 24 inches allowed outright, 24-36 inches expedited review, over 36 inches full review); English ivy and other invasive plants eradicated."

P 1: Community Data Action Q4.txt - 1:40 [CA219,increased development in..] (81:81) (Super)
Codes: [Urban Growth and Development]
No memos

CA219,increased development in urban areas

P 1: Community Data Action Q4.txt - 1:45 [CA224,"controlled development,..] (91:91) (Super)
Codes: [Resource and Land Management] [Urban Growth and Development]
No memos

CA224,"controlled development, Broughton development is a good start, manage the national forest"

P 1: Community Data Action Q4.txt - 1:46 [CA225,"more alternative energy..] (93:93)

(Super)
Codes: [Alternative Energy] [Livability and Quality of Life] [Local food systems] [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

CA225,"more alternative energy sources, both for urban and exurban residences/ businesses so that there are less impacts on the NSA. More local, organic farming that would feed gorge residents so that we don't have to go to town to buy food"

P 1: Community Data Action Q4.txt - 1:47 [CA226,"Broughton development, ..] (95:95) (Super)
Codes: [Resource and Land Management] [Urban Growth and Development]
No memos

CA226,"Broughton development, land management - timber harvesting."

P 1: Community Data Action Q4.txt - 1:49 [NB228,"continued revamping of ..] (99:99) (Super)
Codes: [Civic Engagement] [Government] [Resource and Land Management] [Sustainability] [Urban Growth and Development]
No memos

NB228,"continued revamping of zoning ordinances to accommodate the changing social conditions. More vocal citizens at every level. Find ways to encourage better building practices that are environmentally sensitive and a better long term value. Challenge various local agencies to put their plans in action, not just talk."

P 1: Community Data Action Q4.txt - 1:50 [NB229,"Reward more long-distan..] (101:101) (Super)
Codes: [Agriculture] [Alternative Energy] [Arts and Entertainment] [Government] [Jobs and Wages] [Sustainability] [Technology] [Urban Growth and Development]
No memos

NB229,"Reward more long-distance telecommuting by recruiting employers from urban areas who hire gorge people. Reuse and redevelop existing spaces - a la industrial space turned into studios. Zone with more flexibility for artist student living spaces, small ag without income requirements, alternative energy inducements on small scale rather than just for wind farms."

P 1: Community Data Action Q4.txt - 1:51 [NB230,The local action could b..] (103:103) (Super)
Codes: [Government] [Resource and Land Management] [Urban Growth and Development]
No memos

NB230,The local action could be for the city to try and annex some of the outside surrounding forest in city limits - you have limited us.

P 1: Community Data Action Q4.txt - 1:57 [NB236,"select an area or areas..] (115:115) (Super)
Codes: [Government] [Highways and Roads] [Housing] [Urban Growth and Development]
No memos

NB236,"select an area or areas for affordable housing, provide uniform codes for construction of roadway, parking and housing"

P 1: Community Data Action Q4.txt - 1:59 [NB238,"Get the money to open a..] (119:119) (Super)
Codes: [Alternative Energy] [Biking and Walking] [Cooperation and Respect] [Government] [Highways and Roads] [Housing] [Urban Growth and Development]
No memos

NB238,"Get the money to open and reconnect lost segments of Historic Col Rv Hwy, give small communities grants to make bike lanes, utilize reconstruction projects such as bridge redecking to add bike/ped lanes. Subsidize small towns/businesses/ schools or homes for solar/wind/ water use. Create partnerships with agencies/counties/cities to utilize, fix up or create/build housing options: i.e. USFS allow cross agency/county/state funding or use --Wyeth property -Mult Co juvenile work center house sits empty, needs water and sewer upgrades but its an empty bunkhouse. Consolidate costs and resources to benefit more."

P 1: Community Data Action Q4.txt - 1:60 [MO239,"Night sky ordinance, co..] (121:121) (Super)
Codes: [Government] [Pollution] [Urban Growth and Development]
No memos

MO239,"Night sky ordinance, commercial development limited to a small footprint, long range planning, turn-key commercial development via PDA"

P 1: Community Data Action Q4.txt - 1:65 [MO244,"Look for economic growt..] (131:131) (Super)
Codes: [Civic Engagement] [Education and Schools] [Government] [Housing] [Local and Regional Economy] [Population] [Sustainability] [Technology] [Urban Growth and Development]
No memos

MO244,"Look for economic growth that isn't sales or waitressing - fund and encourage local, low-impact technology. Community land trust to support affordable housing. Universal birth control (just kidding - but this will be the biggest challenge - how do we handle our growth). Get kids involved with these issues - make it part of school - they will be living with our decisions. Land use regulation freeze until we are done with this process. "

P 1: Community Data Action Q4.txt - 1:69 [MO248,1. promote commercial de..] (139:139) (Super)
Codes: [Agriculture] [Biking and Walking] [Government] [Highways and Roads] [Housing] [Local food systems] [Urban Growth and Development]
No memos

MO248,1. promote commercial development in downtown. 2. Farmers market weekly featuring Gorge grown produce. 3. more pedestrian/ bike friendly paths and traffic systems 4. Protect agriculture - more connections with the city. 5. give incentives/ legislation for creation of affordable housing here.

P 1: Community Data Action Q4.txt - 1:70 [MO249,"detailed plan for downt..] (141:141) (Super)

Codes: [Sustainability] [Urban Growth and Development]
No memos

MO249,"detailed plan for downtown development, sustainable building ordinances Gorge-wide for residential and commercial sectors, re-do Mitchell Point tunnels, Expansion of Gorge rebuild-it center"

P 1: Community Data Action Q4.txt - 1:85 [UN264,"Cap on growth, protecti..] (171:171) (Super)
Codes: [Air and Water Quality] [Mass Transit and Alternative Transportation] [Parks and Open Spaces] [Resource and Land Management] [Urban Growth and Development]
No memos

UN264,"Cap on growth, protection and maintenance of fresh water supply, upgrade to community center, maintenance of park, local transit access/service"

P 1: Community Data Action Q4.txt - 1:86 [UN265,establish housing author..] (173:173) (Super)
Codes: [Education and Schools] [Government] [Housing] [Mass Transit and Alternative Transportation] [Parks and Open Spaces] [Small and Local Businesses] [Urban Growth and Development]
No memos

UN265,establish housing authority. Develop tax structure that supports and encourages new small business development. Establish parks and recreation districts. Develop planning and zoning regulations to require developers to build a percentage of affordable housing and green space. Establish public transportation system. rework funding of schools.

P 1: Community Data Action Q4.txt - 1:94 [LD273,I see a focus on density..] (189:189) (Super)
Codes: [Indigenous Tribes] [Trails] [Urban Growth and Development]
No memos

LD273,I see a focus on density in the existing urban growth boundary with hiking trails reaching out to wilderness areas. I see a spiritual center for the Yakama Nation

P 1: Community Data Action Q4.txt - 1:97 [LD276,individuals help protect..] (195:195) (Super)
Codes: [Civic Engagement] [Cooperation and Respect] [Government] [Urban Growth and Development]
No memos

LD276,individuals help protect and preserve the area. The government entities pass legislation/ ordinances to limit growth and expansion. One common goal for all communities in the gorge.

P 1: Community Data Action Q4.txt - 1:100 [WI279,more permanent residents..] (201:201) (Super)
Codes: [Government] [Tourism] [Urban Growth and Development]
No memos

WI279,more permanent residents and a way to access funding for infrastructure

P 1: Community Data Action Q4.txt - 1:101 [WI280,community to work togeth..] (203:203) (Super)
Codes: [Civic Engagement] [Government] [Urban Growth and Development]
No memos

WI280,community to work together to help our town with its needs. Make it a nice looking town for all to enjoy. Maybe trash cans at each or every other street corner.

P 1: Community Data Action Q4.txt - 1:110 [HR289,"More sidewalks and trai..] (221:221) (Super)
Codes: [Biking and Walking] [Education and Schools] [Government] [Mass Transit and Alternative Transportation] [Small and Local Businesses] [Sustainability] [Trails] [Urban Growth and Development]
No memos

HR289,"More sidewalks and trails around town. Mixed use development that would allow small nurseries, small groceries or restaurants in local neighborhoods. Green building requirements and incentives. Local governments committed to protecting the environment. local governments sharing visions that are universally good for the entire gorge community. supporting our schools. mass transit in the gorge."

P 1: Community Data Action Q4.txt - 1:111 [HR290,Affordable housing: (man..] (223:223) (Super)
Codes: [Cooperation and Respect] [Government] [Housing] [Urban Growth and Development]
No memos

HR290,Affordable housing: (mandatory not allowed by state) inclusionary zoning with bonuses for diversity in scale and house. Public/ private partnership to assist in affordable housing (and workforce)

P 1: Community Data Action Q4.txt - 1:115 [HR294,"Perhaps regional ordina..] (231:231) (Super)
Codes: [Cooperation and Respect] [Diversity] [Government] [Local and Regional Economy] [Resource and Land Management] [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

HR294,"Perhaps regional ordinances based upon valuing unique environment by boundaries restricting development within a certain distance of residents, visual impact of Mount Hood, Mt Adams, Columbia River, limited forest habitat. Social action across ethnic/ economic barriers reach out. Actively seek proper (appropriate) industries."

P 1: Community Data Action Q4.txt - 1:117 [HR296,"review all of the munic..] (235:235) (Super)
Codes: [Agriculture] [Education and Schools] [Government] [Mass Transit and Alternative Transportation] [Resource and Land Management] [Sustainability] [Urban Growth and Development]
No memos

HR296,"review all of the municipal codes (zoning included) to identify barriers to sustainable and smart growth. If the gorge is a 'necklace of villages', we need to be sure that we are optimizing the potential of the urban areas...farm land use to the nurturing of the gorge's human capital...and everything in between. We need more attention spent on multimodal transportation options - we can build our villages to encourage muscle-powered means of transportation, or we can build in a fashion that ultimately

discourages walking and biking. We need to support K-12 and community college offerings to prepare our kids for a very challenging world."

P 1: Community Data Action Q4.txt - 1:127 [WS306,"1) 100 year plan for ea..] (255:255) (Super)
Codes: [Alternative Energy] [Resource and Land Management] [Sustainability] [Urban Growth and Development]
No memos

WS306,"1) 100 year plan for each buildable lot, 2) forest expansion incentive for forests older than 20 years of age, 3) energy production and usage on site of each buildable lot (solar or wind) 4) recycled materials for building/ remodeling. 5) potable and gray water systems on site for each buildable lot with storage for irrigation and fire control. 6) septic - black water only."

P 1: Community Data Action Q4.txt - 1:131 [WS310,"adding zoning for highe..] (263:263) (Super)
Codes: [Government] [Mass Transit and Alternative Transportation] [Urban Growth and Development]
No memos

WS310,"adding zoning for higher density planned-unit-developments and cluster developments, assist and encourage the only Amtrak stop in the gorge (Bingen/White Salmon)"

P 1: Community Data Action Q4.txt - 1:139 [TD318,"develop/ preserve histo..] (279:279) (Super)
Codes: [Cultural Heritage] [Highways and Roads] [Housing] [Mass Transit and Alternative Transportation] [Urban Growth and Development]
No memos

TD318,"develop/ preserve historic downtown cores, develop loft space residential use and link these community cores throughout the Gorge with a light-rail system that replaces one half of Interstate 84 (the other half is used for emergency vehicle access)"

P 1: Community Data Action Q4.txt - 1:140 [TD319,"elected officials liste..] (281:281) (Super)
Codes: [Civic Engagement] [Government] [Small and Local Businesses] [Urban Growth and Development]
No memos

TD319,"elected officials listening to their citizens, way more/ better/ advertisement of meetings, no action without lots of citizen involvement, do not expand the UGB, limit business 'footprint' size"

P 1: Community Data Action Q4.txt - 1:142 [TD321,"maintain city within it..] (285:285) (Super)
Codes: [Civic Engagement] [Government] [Urban Growth and Development]
No memos

TD321,"maintain city within its current UGB area, city council listens to input from those that live in the city AND to those who are affected by their decisions/ stifle their own hidden agendas"

P 1: Community Data Action Q4.txt - 1:143 [TD322,"Plan proactively for gr..] (287:287) (Super)
Codes: [Mass Transit and Alternative Transportation] [Resource and Land Management] [Urban Growth and Development]
No memos

TD322,"Plan proactively for growth, develop strategies to minimize waste of resources (turn off the lights at night! develop public transportation network)"

P 1: Community Data Action Q4.txt - 1:144 [TD323,Make developers pay for ..] (289:289) (Super)
Codes: [Government] [Small and Local Businesses] [Urban Growth and Development]
No memos

TD323,Make developers pay for infrastructure impacts; open a Trader Joes; open an Indian restaurant

P 1: Community Data Action Q4.txt - 1:145 [TD324,Do not expand the UGB - ..] (291:291) (Super)
Codes: [Government] [Resource and Land Management] [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

TD324,Do not expand the UGB - do not change or lower the land use laws in the scenic area. More management of the Scenic Gorge area as the whole area - city to city - town to town -county to county - state to state- etc.

P 1: Community Data Action Q4.txt - 1:146 [TD325,"Maintain growth within ..] (293:293) (Super)
Codes: [Alternative Energy] [Scenic Beauty and NSA] [Urban Growth and Development]
No memos

TD325,"Maintain growth within existing UGBs, no sprawl. Develop services in core area (no schools built on edge of town) etc. Protect NSA rules. Safe proper distance between industrial wind turbines and rural residents."

P 1: Community Data Action Q4.txt - 1:149 [TD328,"don't expand urban grow..] (299:299) (Super)
Codes: [Urban Growth and Development]
No memos

TD328,"don't expand urban growth boundary, tight controls on big development"

P 1: Community Data Action Q4.txt - 1:154 [TD333,limit urban growth] (309:309) (Super)
Codes: [Urban Growth and Development]
No memos

TD333,limit urban growth

P 1: Community Data Action Q4.txt - 1:155 [TD334,"identify what that futu..] (311:311) (Super)
Codes: [Government] [Housing] [Resource and Land Management] [Urban Growth and Development]
No memos

TD334,"identify what that future growth need will be and take the necessary steps now to prepare for an orderly transition - land, housing, services, infrastructure. Or more concisely - proper public planning!"

P 1: Community Data Action Q4.txt - 1:156 [TD335,limit urban growth/ spra..] (313:313) (Super)
Codes: [Urban Growth and Development]
No memos

TD335,limit urban growth/ sprawl; promote vertical growth in existing urban areas.

P 1: Community Data Action Q4.txt - 1:161 [CL340,Turn the downtown busine..] (323:323) (Super)
Codes: [Community Identities and Culture] [Cooperation and Respect] [Other] [Urban Growth and Development]
No memos

CL340,Turn the downtown business district into a theme town - like Leavenworth it could have a mountain theme. Bring people together instead of the conception of the elitist group. Look into grants.

P 1: Community Data Action Q4.txt - 1:166 [CL345,develop industrial park] (333:333) (Super)
Codes: [Local and Regional Economy] [Other] [Urban Growth and Development]
No memos

CL345,develop industrial park

P 1: Community Data Action Q4.txt - 1:169 [CL348,a solid zoning policy.] (339:339) (Super)
Codes: [Government] [Resource and Land Management] [Urban Growth and Development]
No memos

CL348,a solid zoning policy.

P 1: Community Data Action Q4.txt - 1:170 [CL349,"Local and gorge-wide: g..] (341:341) (Super)
Codes: [Government] [Housing] [Scenic Beauty and NSA] [Sustainability] [Urban Growth and Development]
No memos

CL349,"Local and gorge-wide: government awareness of cumulative impacts and their effects on our communities, the environment, and the fragile ecosystem (NSA) that we live in (I'm not hopeful...but there's always hope!) Workforce housing -policy actions must be taken by local government bodies to use their power to change the zoning/ planning/ land use laws so that affordable housing is mandated in any housing development or alternately the government bodies need to contact HUD and start building HUD housing."

P 1: Community Data Action Q4.txt - 1:174 [CL353,"Make our commercial lan..] (349:349) (Super)

Codes: [Education and Schools] [Jobs and Wages] [Livability and Quality of Life] [Local and Regional Economy] [Small and Local Businesses] [Urban Growth and Development]
No memos

CL353,"Make our commercial land more attractive and desirable for business to develop there. This will bring jobs, improve school numbers and get things like a bank and other community needs."

P 1: Community Data Action Q4.txt - 1:175 [CL354,Decisions of the local c..] (351:351) (Super)
Codes: [Cooperation and Respect] [Urban Growth and Development]
No memos

CL354,Decisions of the local communities within urban boundaries need more acceptance as those who are here are very passionate about caring for the well-being of the Gorge as a whole.

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OCTOBER 2008

A LETTER FROM THE FUTURE FORUM WORKING GROUP

COLUMBIA GORGE
FUTURE FORUM
BUILDING A VIBRANT, SUSTAINABLE FUTURE FOR THE GORGE

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Karen Witherspoon

Dear Residents and Visitors of the Columbia Gorge,

It is with great pleasure that we present the Final Report of the Columbia Gorge Future Forum. This is a gift back to our communities, residents and visitors who care about this treasured place. It represents months of effort and innumerable hours of thought and discussion by hundreds of citizens participating in venues across the region and online. Their messages are reflected in these pages – and they are uplifting and cautionary, visionary and specific, regional and local.

The Future Forum is a Gorge-wide, public process to develop a vision for the future of the Columbia Gorge. Opportunities for public participation spanned the period from October 2007 to May 2008. During this time, interest and enthusiasm grew as word spread about the meetings focused on listening to your concerns and ideas for a more vibrant, sustainable Gorge. All of your comments became part of this record, and our report summarizes what you told us.

The result is a citizen-inspired vision for the Columbia Gorge focused on six overarching themes, along with 75 strategies that could help put that vision into action – some of them familiar concepts that are already underway in the region, and others that are newer, perhaps bolder or more imaginative. The Final Report also details the Future Forum history and process, summarizes key trends and emerging challenges that will affect the Gorge, and presents a statement of shared values that truly spring from the soul of this place.

Throughout the Future Forum discussion, we heard numerous comments that the time has come for the people and communities of the Columbia Gorge to think and act as the interconnected region that we have become. There has never before been a forum for broad discussion about the future of the Gorge as a region. People are clearly interested in a future in which citizens and government are more strongly focused on regional collaboration. If we as a region can direct our energies towards a common vision, we can more effectively manage the change and growth that are certain to occur.

In that spirit, this report will be presented to the governments and communities of the Gorge, to state and federal legislators, to the Governors of both Oregon and Washington, to tribal leaders and other stakeholders. As broader participation is achieved, the initial visions and strategies may be reviewed and refined over time, echoing a greater ownership in the dialogue that will become an ongoing part of our future.

We want to thank you for being part of this unprecedented project. We could not have accomplished this without all the participants and stakeholders who were involved in the Columbia Gorge Future Forum. Please send us feedback about the report, and let us know if you are interested in continued opportunities to help guide the future of our Gorge. ***The Working Group***

COLUMBIA GORGE FUTURE FORUM FINAL REPORT

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EXECUTIVE SUMMARY

The Final Report of the Columbia Gorge Future Forum summarizes the efforts and results of the first region-wide, collaborative process to engage citizens in articulating their aspirations for the future of the Columbia River Gorge, to transmit this information to Gorge communities and local leaders, and to stimulate future discussion and action.

The concept for the Future Forum had its genesis as part of the retrospective/prospective 20th anniversary celebration of the National Scenic Area. Ultimately, as discussions among various stakeholders focused on the need for such a dialogue, this concept evolved into a comprehensive, region-wide visioning process sponsored by two states, six counties, Native American tribes, Chambers of Commerce, ports, inter-county entities, private and non-profit businesses, economic development agencies, the U.S. Forest Service and the Columbia River Gorge Commission.

The following report documents the planning and implementation of the Future Forum visioning process, summarizes the citizen-inspired values and vision statements derived from group discussions and individual comments, and details the corresponding strategies for action proposed as part of the process.

Although there have been other regional events and collaborative efforts in the Columbia Gorge in the past, the Future Forum is the first sustained effort with a broad base of support, exploring a comprehensive range of topics to help inform and shape the future of Gorge communities, residents, visitors and resources.

While the Gorge Commission has provided a 'home-base' for the Future Forum project, guidance and direction for the process was provided by the Future Forum Working Group, a small working committee of committed individuals representing key stakeholders in the region.

Over the course of numerous Working Group meetings, the idea of a future forum developed into a one-day event for key stakeholders and others, followed by a series of community-based meetings throughout the region. In addition, a Web survey was proposed to encourage even wider participation in the process. Returning to local communities with results in the Final Report would complete the initial cycle of activities of this first ever visionary regional dialogue. Ultimately, the Working Group is planning regional events to report back to key stakeholders.

Launching the process, participants and sponsors of the Columbia Gorge Future Forum gathered at the Columbia Gorge Discovery Center in The Dalles, Oregon, on October 29, 2007. The keynote speaker was an internationally known futurist, and a panel of experts from the Gorge and beyond spoke of possible future scenarios from the perspectives of environment and climate change, transportation, technology, energy, tourism, and community

and rural planning. Breakout sessions during the day elicited participant comments on the challenges facing the region and their own visions for the future. Participants were also asked to prioritize the ideas that they felt were most promising, significant or far-reaching, and the results of these informal polls were summarized by group facilitators at the end of the day.

Next steps included production of a Future Forum video summarizing the October event and distributed through local libraries, followed by the community meetings and Web survey. Sixteen community meetings in Oregon and Washington were conducted in the cities and unincorporated communities of the Gorge, including Native American and Latino groups. Questions similar to those at the Discovery Center event were posed in these open houses and public meetings as well as via the Web survey. All comments were recorded and fed into a growing database of responses. In the end, more than 500 individuals participated and 1,500 individual comments were received and recorded.

To ensure an impartial and unbiased analysis of the comments, Portland State University's Survey Research Lab (SRL), Office of Graduate Studies and Research, was engaged to evaluate the thousands of comments. SRL staff utilized qualitative data analysis methodologies to code, classify and rank participant input. The SRL report provides an overview of their work and the steps involved in identifying six major data 'families' from which six overarching vision focus areas were eventually developed: communities, economy, environment, land use and planning, transportation and infrastructure, and other. These topics, joined with the participant comments, formed the basis of the vision statements and strategies.

Visit us on the Web at GorgeFutureForum.org

This work does not purport to capture the visions of the entire resident and visitor populations of the Gorge, nor all of the perspectives and opinions of every process participant. Rather, it presents the broad themes that were stated repeatedly during the Future Forum process. As such, it is a place to begin a larger, ongoing dialogue by returning to the communities to share the results and to inform future Gorge discussions, decisions and actions. The report is the work of many individuals and introduces an opportunity for wider participation in shaping our future – just as was called for by many of the participants in the visioning process.

The report is available online at GorgeFutureForum.org and additional background data is available for viewing in hard copy at the Columbia River Gorge Commission office in White Salmon, Washington. ↑

A CITIZENS' DIALOGUE ON THE FUTURE OF THE GORGE

INTRODUCTION The Columbia River Gorge is an area of breathtaking scenery and natural beauty. The Gorge has been and continues to be a major transportation route from the Pacific Ocean inland. Settlements in the area date back 11,000 years or more. Today there are approximately 55,000 residents in the Columbia River Gorge National Scenic Area as well as millions of annual visitors (US Decennial Census 2000, US Census Population Estimates Program 2007). Hundreds of fish and wildlife species, some of them endangered, make the Gorge their home during some point in their lifecycles. More than 1,000 native species of wildflowers have been identified in the Gorge, 16 of which are found nowhere else in the world.

To preserve our treasure of the Columbia Gorge we must ask:

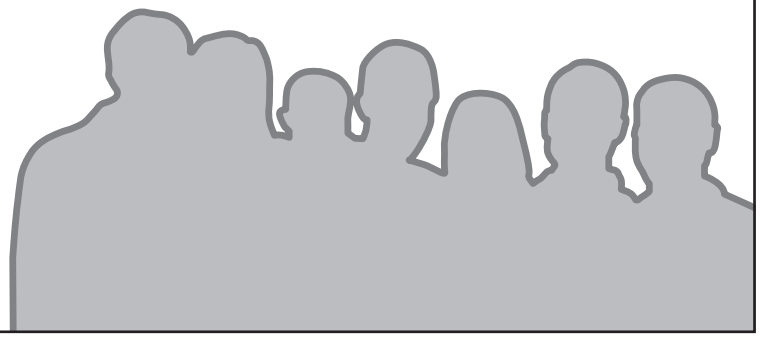
- *How can this region remain a place of exceptional landscapes and vital economies?*
- *What are the interdependencies in this delicate balance between the land and its people?*
- *What is important to residents and visitors?*
- *What might be done to influence the future paths of communities and preserve the environment of the region?*

In the past, efforts to address Columbia Gorge and National Scenic Area issues were approached independently from state, tribal, regional and community perspectives. Several cities in the Gorge have completed visioning or community plans but have not fully implemented their visions.

In 2007, the Columbia Gorge Future Forum introduced the first cohesive process to integrate ideas across geographical, tribal, social and political borders to create a unified vision for the Gorge's future. Key themes identified included:

- **Strong, healthy communities**
- **Dynamic local economies**
- **Sustainable environment**
- **Vibrant, livable places**
- **Balanced, accessible transportation**
- **Thriving education and arts**

This report describes the evolution of the Future Forum and its widening circles of participation. From the first meeting of a small group of concerned citizens, through community gatherings and hundreds of comments, to the publication of this report, the Future Forum process continues to attract the attention of increasing numbers of people who are committed to being proactive at the local and regional level. These are the first chapters of an ongoing dialogue of residents, visitors and other stakeholders who are passionate about our region and actively involved in shaping the future of the area for generations to come.



CALL FOR A REGIONAL DIALOGUE The 20th anniversary of the Columbia River Gorge National Scenic Area Act inspired the initial idea for the Future Forum. The Columbia River Gorge Commissioners wanted to commemorate the anniversary of the Act, passed by Congress on November 17, 1986, by looking back over the last 20 years and looking forward to the next two decades. They suggested inviting the entire regional community to share its vision for the future of the area.

Because of the scope of the Act, this community crosses many borders and jurisdictions including:

- Four Treaty Tribes
  - Confederated Tribes and Bands of the Yakama Nation
  - Confederated Tribes of the Umatilla Indian Reservation
  - Confederated Tribes of Warm Springs
  - Nez Perce Tribe
- States of Oregon and Washington
- Clark, Skamania and Klickitat counties in Washington
- Multnomah, Hood River and Wasco counties in Oregon
- 13 urban areas, four in Oregon and nine in Washington
- Additional unincorporated communities in the area

During numerous meetings and discussions at the Commission and staff level, and with others in the area, the focus on the Gorge as a region emerged. The historical aspects went far beyond the Gorge Commission, and a broader perspective would portray the various constituents and their experiences and wishes for the future.

THE BIRTH OF THE VISIONING PROCESS On December 13, 2006, six people met in the conference room of the Columbia River Gorge Commission. This initial meeting introduced the idea of a regional 'future forum' and assessed the level of support for the project. The agenda included a description of what this future forum might be, the concept of a working group to implement the process if it went forward, a discussion of the merits of the idea and next steps.

The group identified a number of reasons for presenting this forum. They believed this process could be valuable as:

- a vehicle to **engage community members in discussion** of what is important to them in terms of living and working in the Columbia Gorge;
- an opportunity for local and county offices to **inform the regional community about future plans and challenges;**
- a tool to **create a common bond** because of the similarity of growth issues throughout the Gorge;
- a method to **develop 'strength in numbers'** — meaning that the quality of a forum and its expert speakers would likely be improved through a collaborative effort; and
- an opportunity to **reinforce our shared issues and resources** — bi-state, six counties, four tribal nations, cities, businesses, community members and other stakeholders.

The initial six organizers agreed to pursue the forum and recruit representatives from other Gorge organizations. The Working Group formed and tentatively named the regional event the Columbia Gorge Future Forum. Possible topics for presentations were narrowed by priority of the issue, relationship to other topics and overall impact to the area. The group would consider economic development, the environment, population/growth/poverty, agriculture, forestry, recreation/tourism, renewable energy, quality of life and cultural aspects of Native Americans.

Work on the Future Forum continued briskly in the early months of 2007. The Working Group expanded to 20 members, sponsors were solicited, the agenda was refined and a keynote speaker and panel of experts were selected. The organizers engaged a facilitator and selected the Columbia Gorge Discovery Center in The Dalles, Oregon for the location of the first event. (See Appendix F for a complete list of the many people and organizations that contributed in some way to the Future Forum.)

THE FUTURE FORUM KICKOFF On Monday, October 29, 2007, 150 Columbia Gorge stakeholders gathered for the day to discuss regional concerns and aspirations. Joyce Reinig, Vice Chair of the Gorge Commission, told the group in her welcoming remarks,

> *"The Columbia Gorge stakeholders have never been together to discuss a vision for the region as a whole. We are here to begin the process to correct that oversight."*

The Governors of Oregon and Washington sent letters to inaugurate the Future Forum process.

Governor Ted Kulongoski wrote:

> *"We cannot rest on the achievements of the past. Our work is not finished and the future of the Columbia River Gorge depends on us. We must collectively plan for the future and work together to ensure that the scenic Columbia River Gorge and its unique communities are protected for our children and future generations to enjoy…. I look to you to help shape the future of the Columbia River Gorge."*

Governor Christine Gregoire stated:

> *"I firmly believe that our quality of life depends upon having both a strong economy and a strong environment with each supporting the other. To this end, we must provide economic opportunities for families to live and work in the Gorge with businesses that fit its character and sustain its environmental values. As long as this is the common ground from which our work springs, we will succeed."*

The Honorable Tribal Chairwoman Lavina Washines of The Confederated Tribes and Bands of the Yakama Nation said:

> *"I pray in my heart that, with God's blessing, that we will have a good ten-year future."*

KEYNOTE ADDRESS BY RICK SMYRE, PRESIDENT OF COMMUNITIES OF THE FUTURE Rick Smyre, President of Communities of the Future, delivered the keynote address. Smyre's work focuses on inspiring innovative thought and leadership in communities faced with economic and societal changes. He spoke about the need for change, both voluntary and involuntary, and the importance of long-term, flexible planning.

Smyre suggested ways that international issues such as global warming and the technological revolution could play out in the Gorge. Moreover, he encouraged attendees to think beyond 'rearranging the deck chairs on the Titanic' — in other words, unless we transform our local institutions to be compatible with a constantly changing, interconnected and increasingly complex world, we will hit a barrier equivalent to the iceberg that sank the Titanic. Rearranging the deck chairs merely attempts to reform our local institutions by making their structure more efficient rather than transforming them with new approaches and solutions.

> The keynote speaker identified the need for change and the importance of long-term, flexible planning.

PRESENTATION BY BRIAN LITT, GORGE COMMISSION PLANNING MANAGER Brian Litt focused on change at the local and regional level. He discussed several trends in the Gorge over the last 20 years including environmental issues, lack of affordable housing, increased population and a shifting economic base. He encouraged attendees to reflect on changes that they personally have noticed that are either positively or negatively affecting what they value about the Gorge.

SMALL GROUP DISCUSSIONS – COLUMBIA GORGE VALUES AND CHANGES After these two presentations on international and regional changes, attendees broke into small, facilitated groups to discuss:

- *What do you most value about the Columbia River Gorge? What would you like to remain the same in the future?*
- *How is the Columbia River Gorge changing? What key issues will it face in the future?*

The most common values and observed changes noted were:

Top Value Ideas

- scenic beauty and open spaces, including the connection to nature they provide
- access to recreation opportunities
- the cultural resources of the Gorge
- natural resources of the Gorge, including fisheries and managed forests but also the importance of the Columbia
- the communities of the Gorge, including their small town rural nature, the sense of community one gets, and how livable they are

Top Changes Noted

- economic shifts from natural resources to new businesses and tourism
- environmental degradation and pollution
- lack of affordable housing
- an increase in population
- renewable energy opportunities increasing

GUEST EXPERT PANEL – VOICES FROM FIVE DISCIPLINES Forum participants heard from a guest panel of experts in the fields of technology, climate change, renewable energy, tourism and planning. Panelists were:

- **Jeremy Littell,** research scientist, University of Washington CSES Climate Impacts Group, studying climate and climate change effects on ecosystems
- **Tim Stearns,** Senior Energy Policy Specialist, Washington Department of Trade
- **Todd Davidson,** CEO, Oregon Tourism Commission
- **Mark Flaming,** President, Frontier Adventures and development finance specialist
- **Steven Ames,** Principal, Steven Ames Planning, author of 'A Guide to Community Visioning' and an experienced national and international consultant

The panel discussed future issues for change in the region, identified trends that are likely to affect the Gorge in the future and outlined their vision for the Gorge from their areas of expertise.

Regarding climate change, **Jeremy Littell** noted that climate change will reduce the amount of water flow in the Columbia River and thus the Gorge can expect more conflicts over use of the river. The many Columbia River user groups will need to make trade-offs between demands placed by wildlife and salmon, barges and other river transportation, irrigation, recreationists and hydropower.

Tim Stearns pointed out that choices will have to be made as populations increase while being limited by resource availability and the inability to proportionately increase infrastructure due to space or funding constraints. He stressed the need to pivot from a 'car culture' to one that values greater diversity in transportation options to minimize single-person automobile use. He also offered a more foundational change of reevaluating the tax system to encourage people to 'do the right thing.'

Todd Davidson forecasted the shift from 'accidental' tourism to tourism that is deliberate and strategic and thus better able to address resource use and local concerns. He also noted trends in tourism toward sustainability and environmental awareness, and tourism as a tool for regional identity development and business recruitment.

Mark Flaming noted that the high tech industry is driving economic development in the Gorge. The technology enterprises are shifting from businesses that make technology 'widgets' to technological advances in the companies that are already here for increased efficiency. There is an extraordinarily high percentage of self-employed people in the Gorge (24 percent), far more than found at the national level (6 percent). These people tend to create small businesses that pay living wages. Flaming highlighted the need to reevaluate the Gorge's commercial and industrial land patterns and support services in order to encourage these small businesses.

Steven Ames noted three important planning imperatives for the Gorge. The first is achieving a greater balance between jobs and housing so that more people can live and work in the same community. Second, echoing Tim Stearns' comment, is changing the reliance on personal cars for people living, working and visiting the Gorge to incorporate more public transportation. Finally, planning efforts must increasingly focus on creating 'complete communities,' in other words, places where people can find most or all of the amenities and services they would need in their own community for a good quality of life.

SMALL GROUP DISCUSSIONS – COLUMBIA GORGE VISIONS Attendees broke into small, facilitated groups once again after the Guest Expert Panel to discuss their own visions for the future of the Gorge, specifically:

- *Imagine the Columbia Gorge in 15–20 years time, and that it has changed in ways that meet your highest expectations for the future. What do you see?*

The most common vision ideas were:

Top Vision Ideas

- comprehensive regional mass-transit system
- Gorge communities as a 'necklace' of unique pearls
- affordable housing
- tribal prosperity and connection with the community
- local economic health

NEXT STEPS The day ended with general acknowledgement of the historic import of the gathering, and a plan to reach out to the communities in the area in order to broaden participation and listen to the concerns and hopes of individuals throughout the region. The event was videotaped for distribution to local libraries and to create a document for historical purposes. The comments and ideas of the group would be compiled and analyzed prior to the community meetings, which would begin in the winter of 2008. Having this information to share at the community meetings would spur conversations and elicit additional comments. (See Appendix B for the agenda of the Discovery Center event and Appendix C for a list of event attendees.)

MORE DIALOGUE ON THE GORGE: COMMUNITY GATHERINGS, FOCUSED MEETINGS AND A WEB SURVEY

The October 2007 Future Forum event was just the beginning. Starting in early 2008, community meetings were held in 13 communities across the Gorge. Three additional meetings were held for Latino and Tribal communities. Facilitators ensured a consistent approach and product. The community meetings were scheduled in the afternoons and evenings to encourage the largest attendance possible. Additionally, a Web survey was posted for three months, posing the same questions asked at the community meetings and Discovery Center event. To reach out to as many people as possible, the survey and meetings were advertised through local Gorge newspapers, Portland metropolitan newspapers, flyers posted in local communities, email lists and online through the Future Forum's Web site.

The first community meeting was held in Stevenson, Washington on February 7, 2008. Subsequent meetings were held over the next two months in the Oregon communities of Corbett, Cascade Locks, Hood River, Mosier, The Dalles and Celilo; and the Washington communities of Washougal, North Bonneville, Carson, Underwood, White Salmon, Dallesport and Wishram.

Participants watched a video of highlights from the Discovery Center conference and a brief presentation about current trends affecting the Gorge. Discussions then focused on what participants value most about the Gorge, changes and issues they see currently affecting the region, their visions for the Gorge region in 15 to 20 years, and local actions that could achieve that vision. (See Appendix D for the agenda of the community meetings and Appendix A for a complete list of all Future Forum meetings and Web survey information.)

The Latino and Tribal meetings similarly focused discussion on the four topics covered in the other community meetings – values, changes, visions and actions. Twenty-five leaders from the Latino community were invited to the Latino meeting, which included a facilitator fluent in Spanish. Invitations were sent to the four Treaty Tribes (Warm Springs, Umatilla, Nez Perce and Yakama) for the Tribal meetings, one in Wishram and one hosted by Celilo Village at their Longhouse. These three meetings focused on the future of these Gorge communities.

The Web survey was launched online concurrently with the first community meeting in Stevenson and was available through May 1, 2008. The 144 respondents answered questions about values, changes and visions in addition to providing some demographic information. Similar to the community meetings and Discovery Center event, most participants were Gorge residents.

The 13 community meetings, three focused meetings and Web survey expanded the reach of the Future Forum conversation. Participants provided direct input for the creation of a Gorge vision, and the Future Forum as a whole benefited from the broad points of view represented by the many voices. Around 350 individuals participated in the community meetings and Web survey, contributing more than 1,200 individual statements.

ANALYSIS OF THE DATA Due to the quantity of data gathered and the need for an objective and credible interpretation of the results, the Survey Research Lab at Portland State University, Office of Graduate Studies and Research was retained to perform the qualitative analysis of the Future Forum data.

The Survey Research Lab coded the comments and categorized the themes into families of interest. Using a qualitative analysis approach, key issues and topics raised by the participants were summarized to use as a framework for the vision plan for the Gorge. The six families identified by the results of the one-day event, the community meetings and Web survey included:

- environment
- economy
- land use and development
- transportation and infrastructure
- communities
- other

Using PSU's analysis, vision statements and strategies were crafted to embody the comments that individuals felt were most important to them personally and to the Gorge area. These are presented later in this report. (See Appendix E for a more detailed description of PSU's methodology. The full PSU report and the underlying data sets are available for review at the Columbia River Gorge Commission office.)

> Through the Future Forum process, the larger regional community experienced the benefit of coming together locally and as a region.

A COMMITMENT TO CONTINUED DIALOGUE The writing of this report has progressed over several months, with the intent of presenting a transparent process, with accuracy and neutrality in the text. The following sections describe the challenges facing the Gorge, visions and strategies voiced by the individuals who participated in the Future Forum and next steps for the Future Forum.

Many participants of the Discovery Center conference, Web survey and community meetings were eager to have their voice heard in discussions about the future of the Gorge region. Through the Future Forum process, the larger regional community experienced the benefit of coming together locally and as a region to discuss common values, concerns, desires and ways to work together. The Future Forum Working Group will reconnect with communities after completion of this report, to facilitate and foster greater collaboration and to keep the dialogue alive.

WHERE ARE WE GOING? WHAT ISSUES DO WE FACE?

THE CHALLENGE OF GLOBAL CHANGE IN THE 21ST CENTURY Our communities and the world around us are changing at a rate never before experienced. As Rick Smyre pointed out at the Discovery Center event, this change is constant and makes for an increasingly complex society through which traditional institutions struggle to navigate. One reason why change has become so fast is because the world has become increasingly 'small.' No longer merely affected by regional, statewide or national trends, the smallest rural area can now be drastically changed by international forces.

While communities struggle with such forces, trends originating closer to home are still in play, making it seemingly impossible for a community to successfully adapt to all this change. Identifying and understanding the trends are the first steps in incorporating them into the community. An important component of the Future Forum therefore became the identification of global, national and regional trends. While the Columbia Gorge Future Forum is regional in focus, the impact of national and global trends will be reflected in the future of the Gorge.

GLOBAL TRENDS AND ISSUES IMPACTING THE GORGE In the global context, the world population will continue its rapid growth, and people will migrate to less populated regions in search of safety, affordability and quality of life.

Fossil fuels are being consumed at faster rates because of rising populations and continued dependence on these sources, and the situation is complicated by burgeoning industrial activities in less developed nations. Regions such as the Gorge with limited public transportation and reliance on personal, motorized vehicles are more vulnerable to this change.

The gap between the rich and poor is widening, most markedly in the United States more than any other developed nation. Income disparities can be seen in a shortage of family wage jobs, lack of affordable housing and related issues.

Worldwide environmental degradation is accelerating. Climatologic changes and decreasing biologic diversity demonstrate the significance of such trends.

Our lives will change dramatically because of continuing new advances and applications in communications and scientific areas, including new materials, biotechnology and nanotechnology. Unpredictable global market conditions, catastrophic weather events, terrorism or pandemics may alter the world as we know it. *[continued on page 16]*

A Statement of Shared Values

Throughout the Future Forum dialogue, participants were first asked to describe what they most value about the Gorge. Their answers reflect where the Gorge is today, what defines us as a region and what qualities we would like to retain for future generations. Knowing what we treasure about this place can help ensure that we collectively protect – or change, as the case may be – the right things. Based on participant input, the Statement of Shared Values below presents the most commonly shared Gorge values. This chapter and the next in this report focus on the changes facing the Gorge. By offering these shared values here, we hope to better identify which changes might threaten valued qualities of the Gorge – and which may contribute to a future more aligned with what we value.

We Value...

Our Columbia River The heart of the Columbia Gorge and a timeless icon of natural, scenic, economic, recreational, historical and cultural importance.

Our Natural Heritage The natural forces that have shaped the Gorge, and its natural resources – clean air and water, native vegetation, fish and wildlife – that sustain and enhance our lives.

Our History and Traditions The tribal peoples, explorers, pioneers and settlers, and other historical figures who have contributed to our rich history and sense of place.

Our Scenic Beauty The diverse landscapes, mountains, waterfalls and grasslands, dramatic vistas, and natural and man-made attractions that distinguish the Gorge.

Our Recreational Opportunities The amazing access we have to a multitude of healthy outdoor recreational and sporting activities.

Our Diverse Populations The hard-working, friendly, caring, community-minded and environmentally aware people who call the Gorge home.

Our Local Communities The distinctive, small communities and towns that provide safe, friendly, affordable places to live, work and raise our families.

Our Economic Vitality The traditional industries – agriculture, forestry, energy, commerce, tourism – and many small businesses and entrepreneurs that support our livelihood.

Our Location and Accessibility The quick and easy access we have to a variety of urban amenities and essential services – or to open spaces, backcountry and solitude.

Our Learning and Creativity The local schools, community colleges, artistic and cultural resources that expand our educational and personal horizons.

[continued from page 14]

NATIONAL TRENDS AND ISSUES IMPACTING THE GORGE On a national level, there are additional forces affecting the social, economic and environmental aspects of our lives. Most Baby Boomers will reach the age of 65 between 2010 and 2025, with related changes in needs for housing, health care, transportation and social services.

Our economy is transforming from manufacturing-based jobs to more creative, knowledge- and service-based jobs. Sustainable businesses and practices are more common, especially in the Northwest.

The US continues to shift from social and institutional centralization to decentralization. Responsibility is becoming more local, with states and local governments needing to do more with less support.

The costs of war in Iraq and military operations in Afghanistan will be paid for by future generations. Beginning with the collapse of sub-prime loans, the mortgage crisis and restructuring of the financial system has rippled across the US economic landscape. Sharp increases in fuel prices affect many areas of the economy, from food prices to vehicle sales, to increased use of mass transit, and decreased disposable income.

THE IMPACT OF CHANGE ON THE COLUMBIA GORGE COMMUNITIES Similar to other areas around the country, the Gorge has experienced sweeping changes over the last 20 years in several key areas including demographics, housing, the economy, the environment, recreation and transportation.

Demographics

Between 1980 and 2000, Hood River County grew by 48 percent and the National Scenic Area grew by approximately 56 percent to 55,000 people. If this expanding growth rate continues the population could reach 85,000 by 2020.

The demographics of the Gorge mirror national trends in some ways, such as an increase in percentage of population 35 years and older (US Census data between 1990 and 2000). Even though most of the Scenic Area is less than 10 percent Latino, in Hood River County that figure is 22 percent. The Washington, Oregon and national averages are nine, 10 and 15 percent respectively. Generally, the Latinos living in the region are younger on average and have increasing success with entrepreneurial ventures.

Housing

Housing availability is an ongoing issue in the Columbia Gorge. While building permits in Hood River, Wasco, Skamania and Klickitat counties have increased almost every year, these are primarily for single-family dwellings. There is a much lower percentage of multi-family units, which tend to be more affordable, in Gorge counties than statewide in Oregon and Washington. Since 2004, home prices have appreciated much faster than personal income growth in both states. There is a widening gap between median home prices in Hood River, Wasco, Skamania and Klickitat counties and the median income of the same areas (August 2007 Market Action report published by RMLS, Dallas Fridley with Oregon Employment Department).

Economy

In 2005, the top five employers of the Mid-Columbia (Hood River, Wasco, Skamania and Klickitat counties) were government, agriculture/forestry, leisure/hospitality, retail trade, education and health services. When adjusted for inflation, wages in the Mid-Columbia area have fallen since 1976, while Oregon and Washington statewide averages have increased. Hood River County had the highest percentage of people in poverty in the Scenic Area at 14.5 percent. The next US Census data of 2010 will show how this issue is trending.

Environment

Air quality in the Gorge has been an issue of concern since the turn of the century, when a bi-state and multi-agency group began working on data monitoring and modeling for air visibility in the Gorge through 2018. The discussion continues today, with studies from numerous groups and agencies, including the US Forest Service, Oregon Department of Environmental Quality, Washington Department of Ecology, Southwest Clean Air Agency and The Sacred Breath Program of the four treaty tribes, among others.

The issues of air visibility and air pollution are closely related, and are extremely complex both geographically and at the molecular level. The geology of the Gorge and the climate conditions are contributing factors in poor air quality days. Pollution originating within the Gorge represents between nine percent and 13 percent of the total Gorge haze.

The metropolitan areas of Portland and Vancouver contribute to Gorge pollution in the summer due to the prevailing west winds. Winter haze originates mainly east of the Scenic Area from the Boardman power plant and vehicle emissions. Rail, highway and barge traffic along the Columbia River corridor are part of the visibility and pollution problems. Wildfires are a significant source of pollutants and haze, a trend predicted to rise with global warming and forest fuel management issues.

While there are many sources of pollution in the Gorge, the largest single point source is the PGE Boardman coal plant. In August 2008, Oregon DEQ announced recommendations for BART (Best Available Retrofit Technology) for the plant, which could reduce sulfur dioxide and nitrogen dioxide by more than 80 percent by 2018, if approved.

The Columbia Gorge is a region of abundant plant and animal diversity. Sixteen rare plants are located only in this area. Endangered animal species within the Gorge have mixed results in efforts to re-populate and thrive. Peregrine falcons, bald eagles, western pond turtles and sandhill cranes have increased in number in recent years. Their populations, however, are still far below a sustainable level and often require human intervention, such as an active captive breeding program for the western pond turtles. Unfortunately, the western grey squirrel, the Oregon spotted frog and the spotted owl have declining or stagnant populations (Keith Kohl, Oregon Dept. of Fish and Wildlife; David Anderson, Washington Dept. of Fish and Wildlife; Sandhill Crane and Western Pond Turtle Recovery Plans on the Washington Dept. of Fish and Wildlife Web site).

Recreation

Recreation activities in the Columbia Gorge have increased and changed during the last 20 years. Fishing, tent camping and windsurfing have decreased, while walking/hiking, golf, sightseeing, RV camping, mountain biking and kite-boarding have increased. The need to manage conflicts between recreation users is a concern as different user groups, such as hikers and mountain bikers, share limited spaces on the same trails. Theft and vandalism near parks and trailheads have increased.

Transportation

There is an increasing burden on transportation networks in and through the Columbia Gorge. Hawaii's garbage may be barged up the Columbia River to landfills in eastern Oregon and Washington. Metro recently completed a 10-year contract for garbage hauling to the Columbia Ridge Landfill near Arlington, Oregon. The contract includes specifications for 'clean diesel' engines on all of the trucks.

Rail traffic is expected to continue to increase through the Gorge. In 2000, Burlington Northern Santa Fe (BNSF) ran between 30 and 35 trains per day; in 2006, the average was more than 40 trains per day. On the Oregon side, Union Pacific is running approximately the same numbers. In a period of months, driving habits have changed as fuel costs have risen dramatically. Fuel costs will impact recreation activities, food costs, tourism and other segments of our lives.

LIVING IN AND PLANNING FOR A CHANGING WORLD These are the important global, national and regional trends impacting the Columbia Gorge. Without acknowledging and understanding these trends, we create visions and actions for the Gorge in a void. As important as it is to understand the larger trends affecting our communities, it is just as important to listen to the challenges identified by the communities themselves. In that spirit, the report next focuses on the changes and concerns specifically expressed by Future Forum participants. With an understanding of the world in which we live, we are prepared to plan for our future. In the words of Future Forum panelist, Todd Davidson, Oregon Tourism Commission CEO,

> "The biggest choice is what will happen if you articulate a unified vision — and what will happen if you do not."

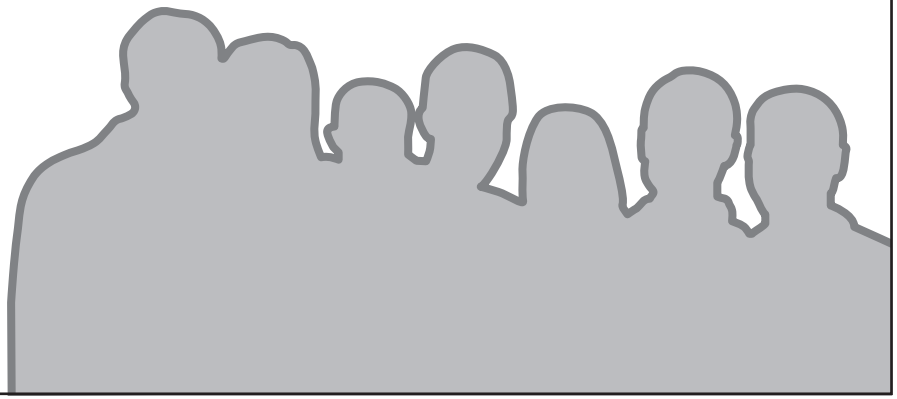
PARTICIPANTS SHARE THEIR VALUES, CONCERNS, VISIONS & ACTIONS

PARTICIPANTS' PERSPECTIVES The Columbia Gorge Future Forum emerged within the context of change during the last two decades and in awareness of the future pressures on the Gorge in overlapping social, environmental and economic arenas. Beginning with the Discovery Center event, Future Forum participants expressed their views on the challenges they foresee and aspirations for their communities and region. The following section is a summary of the themes that were repeated at the Discovery Center event, the community meetings and through the Web survey. Individual experiences and stories were documented and the compilation of all of these reflects individuals' pride in their communities, an eagerness to come together to discuss the future of the region and a seriousness in recognizing what could happen to this land and its people if there isn't collaborative and proactive planning.

COMMUNITY CONCERNS Participants noted the growing need to consider the **diverse age groups** residing in the region. Youth and seniors share community life and changes are necessary to adapt to their differing needs. Programs, activities, housing and recreational opportunities need to be available for both younger and older residents. Seniors need more independent and assisted living facilities. Affordable housing for all age groups is rare, so multi-family housing and other innovative housing projects are needed. Participants also acknowledge the increasing **cultural diversity** in the area, and would like to find ways to encourage respect for this diversity.

A lack of **convenient and affordable medical care** for all age groups exists and also needs to be addressed in coming years. Future Forum participants stress a need for **quality, affordable health insurance** that is available for the entire region. Improved healthcare would increase the quality of life in the area and provide more local jobs. Healthcare professionals would be able to reside in the region, contributing to their own communities and decreasing turnover in the industry.

Cooperation within and among communities is also an ideal characteristic of the Gorge region. Participants desire **collaboration between and within local governments, communities and cultural groups.** An ideal Gorge town is a place where local residents can 'live, work and play,' and all groups of people are treated with respect.



Civic engagement among residents is important to participants. Communication should be open between residents and local governments. **Self-sufficient communities** will provide many necessities without depending on outlying population centers.

They also aspire to live in **safer communities.** Increased law enforcement is needed to achieve a lower crime rate and an increased sense of security among residents. Occasions during which residents gather in large groups, such as festivals or in areas of heavy traffic, would be patrolled more often, and emergency services would be upgraded to handle emergency situations efficiently. Working together to protect the overall wellness of the region will build a stronger community.

ECONOMIC CONCERNS The most pertinent economic concern listed by participants was the **future health of both local and regional economies.** Some participants desired unique local industries compatible with differing industries within the same region. Tourism and recreational activities should offer financial opportunities for local economies, but other industries are necessary to provide for year-round inhabitants.

They are concerned with the availability and sustainability of **local jobs.** Participants note that a shortage of local jobs exists, and especially local jobs that provide a sustainable income. Those who do have jobs in the region are often forced to commute to different areas and communities for work. Participants state that local jobs are a necessary component of an ideal lifestyle. They hope for local economies to provide jobs that allow all residents to afford and enjoy their communities without long commutes. Both small- and large-scale industries would offer more local jobs to residents and support economic diversity within the area. Participants want **self-sufficient communities,** with less reliance on outside economic input.

The Gorge has historically been identified as an agricultural community, and participants in the Future Forum envision a **thriving farming industry** in the future. The agricultural industry will continue to provide local jobs to residents in this vision, as well as nourishment to all members of the community. Some participants suggest that the agriculture and tourism industries merge in certain cases to allow tourists to visit local farms and vineyards and to attend educational programs to learn about the region's historical industry. Furthermore, if action is taken to protect farmland, both the natural beauty and unique identity of the region will be preserved.

Opinions of a **proposed casino** were mixed. The possible construction of a casino has been a topic of discussion for some time among Gorge residents and stakeholders. Participants who mentioned this possibility expressed both positive and negative opinions of a Gorge casino.

Several participants express great interest in encouraging **cutting edge technology within and between communities in the region.** This technology can provide connection between communities as well as offer jobs and boost local and regional economies. This innovative technology would aid in the establishment of lower-impact energy production and housing opportunities. Cutting edge technology used by local industries would identify the region as a thriving area and create better economic opportunities for local economies and residents working in those industries.

ENVIRONMENTAL CONCERNS Sustainability is the foremost environmental concern of participant responses. Participants want future development in the area to concentrate on sustainability and a reduction of dependence on fossil fuels and energy usage. They want gradual development with deliberate efforts to protect the natural environment, to make careful use of local resources and to reduce use of traditional energy sources.

The Gorge is an appreciated environment for residents as well as a natural attraction for visitors. In order to develop the region and protect the natural beauty of the Gorge, participants believe **development** must allow for new technologies and sustainable building practices. New construction projects should not detract from the natural landscape, and views should be protected. Participants in the Future Forum process understand the beauty of the Gorge can be respected by local residents and tourists for years to come if proper precautions are taken.

Recreational use of the land, particularly by the rising number and diversity of users, is a major concern of many Gorge stakeholders. Many Future Forum participants said to protect certain areas from all human activity including recreation. Area outdoor recreational opportunities should educate residents and visitors about our area and unique landscape.

Resource and land management are also on the minds of Future Forum participants. It is important for them to see Gorge natural resources and land preserved, protected and well managed. Forests will be well maintained and dangers like dead trees, which contribute to wildfires, will be better controlled. While most participants want to protect forests in the region, some participants suggest setting aside more forestland for logging to boost local economies.

According to participants, Gorge stakeholders want **air and water quality** at least maintained at current levels in years to come. Rivers in the area should be safe for swimming and consuming. Both small- and large-scale causes of air pollution, such as dependence on individual vehicle usage and coal plants, will decrease in this vision for the future of the Gorge. Ideally, walking trails and local jobs should be more readily available in the future so automobile pollution decreases over time. **Water conservation and protection** are also important to residents, who would like to see overall conservation of all aspects of the region's natural resources.

Participants also expressed general concern over **environmental degradation** within the area. Protecting wildlife and natural landscapes is part of this vision to maintain the beauty of the area. As global warming continues, more discussion is needed to protect the Gorge's unique environmental assets. Participants want to create a balance between allowing residents to contribute to the local economy and conserving valuable resources and natural beauty. Future development must be organized with careful consideration of the local environment.

Finding **alternative energy sources** is a natural step to be taken for the Gorge to become energy independent. Participants want to decrease energy usage and pollution and employ alternative energy sources. They prefer using alternative and inventive practices to power the region, and possibly produce enough energy to export. Implementing these ideas must not cause environmental degradation. Wind and solar power were popular ideas mentioned by participants, but any alternative and environmentally-sound method of energy is welcome for consideration to encourage localized, carbon-free energy production. Participants express interest in small steps to provide mass amounts of energy, such as solar panels on every building in a community.

PLACE-BASED CONCERNS One of the five main changes in the Gorge and National Scenic Area identified by the participants in the Future Forum Discovery Center event was a **lack of affordable housing.** While the differential between median income levels and median home prices grows, the number of single-family dwellings is rising and multi-family and senior housing in Gorge counties is less common. Stakeholders want more **diverse housing options** in the region, so people with varying incomes can reside and own property in the same community. Affordable housing would ideally be made available long-term. In keeping with the ideal of protecting the region's natural resources, energy-efficient housing would also allow for more affordable living expenses in the area. If local jobs and affordable housing were made more available, residents would be financially able to contribute more to their own communities.

Participants also acknowledge the **rising population** in the area, and some would like to consider controlling or halting population growth so current residents' needs may be addressed properly. The population increase in the area also contributes to concerns about **housing and future land use and development.** Future Forum participants prefer development projects to be well-planned, slow processes that concentrate on urban areas. Development outside of urban areas would be restricted. Urban development would result in more densely populated cities and would promote development of walking trails so residents could easily and energy-efficiently commute to their local jobs. Most importantly, development will proceed with respect for the region and residents' quality of life.

The **beauty and natural resources** of the area would be protected while cities are transformed to self-sufficient, environmentally-conscious communities. Existing parks contribute to the preservation and enhancement of the Gorge region's natural assets. **Parks and open spaces** may be enhanced to offer more access to the natural beauty of the Gorge. Park access within urban communities can also contribute to shared spaces residents can use to enjoy the Gorge together. **Trails** may be incorporated to link protected parks and open spaces in the region. Expansion of **federally-protected areas** can ensure more preserved natural areas outside of city limits.

Development in the area would also preferably draw people to the Columbia River. Increased **access to the river** for recreational use would be balanced with efforts to preserve the cleanliness of the river and its shoreline. The river can benefit the region both economically and culturally, by being a focal point for the region. Participants would like to see little to no shoreline development. If necessary, they would like to see low-impact expansion. Some even want to consider the possibility of removing the dams along the river or otherwise creating more fish-friendly routes to restore salmon runs. The river can offer transportation between communities, economic opportunities for recreation and a clean enhancement to the natural views of the region.

Stakeholders want **development of local food systems** in coming years in the Gorge region. With available local food systems, residents would have options to consume food grown and prepared within their own communities. Suggestions include planting of local and organic gardens and expanding local farmers markets. These local markets may include local tribal fish markets, which would allow tribal groups to contribute to the local economy by providing an important source of local food and culture to residents.

TRANSPORTATION CONCERNS Participants express deep interest in establishing plans for **regional mass transit and alternative transportation options.** Commuter trains are a popular suggestion to allow residents and visitors to travel within the region while decreasing the use of automobiles. Additional mass and alternative transportation suggestions include streetcars and trams, boats, buses and light rail. The focus of this development is to decrease pollution and offer residents and visitors convenient, fuel-efficient and cost-effective modes of transportation in the region.

Walking and biking can be encouraged with the creation of **a network of trails.** Trail networks can be used in tandem with commuter trains or other mass transit options to increase access to scenic areas and tourist attractions while decreasing the use of personal vehicles. Trails can also offer environmentally-sound transportation for residents on daily commutes. Trail safety and accessibility are of utmost importance for residents interested in creating alternative transportation options in their communities. In conjunction with trails and bikeways, some participants would like to see **motor vehicle usage** in the region restricted and possibly barred in certain Gorge areas.

With these new transportation options may come a **regional transportation network between Gorge communities.** Gorge residents wish to live in self-sufficient, independent communities that remain cooperative as parts that make up the region as a whole. Transportation and cooperation between communities are critical to achieve this ideal. Mass and alternative transportation options discussed above would help connect communities to each other as well as the Gorge to the Portland/Vancouver metro area. Any transportation used for these purposes would need to be environmentally-conscious, safe to use, cost-effective and accessible for residents. Transportation within, to and from the region would connect local communities, increase mobility within and access to the region and promote local economies.

EDUCATION & ARTS CONCERNS Future Forum participants were greatly concerned about the **K-12 schools and higher education opportunities** in the region. There has been a recent decrease in children learning outdoor recreational and survival skills, and participants want K-12 education incorporating the natural environment of the region and practical outdoor skills into the learning curriculum. Participants want to see inventive education opportunities focusing on the region's unique natural landscape introduced to K-12 education. Participants also suggest that more practical skill education, internships and mentorships are offered to provide training and preparation for students to obtain local jobs.

Participants also believe higher education opportunities would benefit the area by allowing residents to obtain higher degrees within their own communities as well as drawing in students from outside the region. Currently, the region does not offer a four-year college degree program, although Columbia Gorge Community College maintains partnership agreements with several Oregon universities so students can work toward their four-year degrees. Participants want **local adult education opportunities** to obtain four-year and advanced degrees from a local college or university. A university setting would also offer opportunities for research programs to study concerns specific to the region, such as environmental preservation and intercultural interaction.

The growing diversity of the region highlights the need for cultural recognition in the Gorge. Cultural heritage is an integral piece in the history of the region. Participants want **regional cultural heritage education** offered for tourists and residents. Equally important, local tribes should be permitted to protect **tribal traditions and cultural sites.** Archaeological and historic locations and structures should be protected, in turn preserving the local heritage of the Gorge.

Participants in the Future Forum events and survey also desire more **arts and entertainment** in the region. Art and music activities and festivals could spread and maintain the deep cultural traditions of the area's native residents. Markets and festivals bring art into the public sphere, allowing local artists to reach both local residents and visitors.

> Columbia Gorge stakeholders are passionate about the region and know where they want the Gorge to be in 20 years.

FROM CHALLENGES TO VISIONS AND STRATEGIES Columbia Gorge stakeholders are passionate about the region. Not only are they aware of the challenges facing the Gorge as it grows and changes, they also know where they want the Gorge to be in 20 years and possible strategies for getting it there. To illustrate those ideas, the following section summarizes the visions and strategies that were expressed by Future Forum participants. ↑

WHERE DO WE WANT TO BE? HOW DO WE GET THERE?

As the previous section made clear, we live in a time of enormous global changes that sweep across the planet with dramatic consequences. Yet, no matter how vast or sweeping such changes may be, ultimately they all come down to affect people in the communities where they live – in the places they call home.

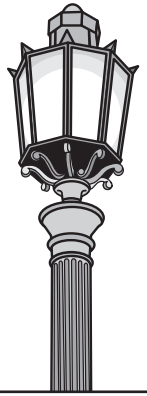
The challenge is that few communities take the opportunity to think about such larger forces of change – let alone plan to respond to them in a meaningful or proactive way. In a few words, communities lack strategic vision. This challenge is even more pronounced in a place as far-flung and geographically unique as the Columbia River Gorge, where 13 local communities inhabit a region encompassing two states, six counties, numerous state and federal governmental agencies, and four sovereign Native American tribes.

The Columbia Gorge Future Forum represents the first time the diverse peoples and communities of the Columbia Gorge have come together to consider their common future – to assess the trends and issues that are transforming our region and articulate their aspirations for the future. This dialogue has resulted in the first ever citizen-driven vision and strategies for the future of the region. And it is a bold vision, indeed.

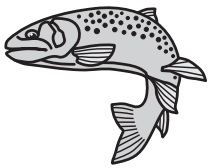
This chapter presents the results of the Future Forum visioning process. It includes a vision statement for the region encompassing six thematic visions accompanied by 75 specific strategies intended to help make these visions a reality over time. The Columbia Gorge Vision and Strategies are driven by six themes that, in and of themselves, stand as high-level goals for the region:

STRONG, HEALTHY COMMUNITIES

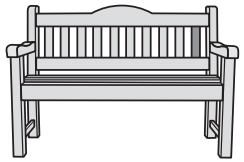
DYNAMIC LOCAL ECONOMIES



SUSTAINABLE ENVIRONMENT



VIBRANT, LIVABLE PLACES



BALANCED, ACCESSIBLE TRANSPORTATION

THRIVING EDUCATION & ARTS

The Gorge Vision and Strategies are the result of a rigorous process and a valid expression of the diverse individuals and organizations from different backgrounds, locales and perspectives who came together to dialogue and dream about the future of this region. They are filled with lofty aspirations as well as scores of potential initiatives that are, at once, familiar and forward-thinking, mainstream and alternative, practical and visionary.

There is no specific plan of action attached to the Gorge Vision and Strategies. That is because the Future Forum is a regional process and, in and of itself, has no authority to create or to implement a plan for achieving the vision – especially at the local level. That responsibility rests with the local governments and other agencies, institutions and citizens groups that are partners in this process, and, ultimately, with the people of the Gorge themselves.

Still, the Gorge Vision and Strategies are an important start. They stand ready to inform, motivate and guide our communities and leaders in undertaking any number of initiatives that will bring our vision closer to reality. And the process that resulted in them will continue to seek the input of citizens in future conversations to assist in monitoring and measuring the region's success in achieving them over time.

For now, we offer a Vision and Strategies by and for the people of the Columbia Gorge…

Our Vision for the Columbia Gorge

WE ENVISION…

STRONG, HEALTHY COMMUNITIES

Each distinct in its people, places and local identity, yet sharing common qualities and values that unite our region and its hopes for the future.

DYNAMIC LOCAL ECONOMIES

Building on our traditional strengths and resources to create new opportunities for year-round, sustainable, locally based employment.

A SUSTAINABLE ENVIRONMENT

Where people prize our region's beauty, steward and protect its natural resources, and strive to minimize their impact on its natural systems.

VIBRANT, LIVABLE PLACES

Where growth is well-managed, urban development is concentrated, and local communities enjoy a rewarding quality of life.

BALANCED, ACCESSIBLE TRANSPORTATION

Connecting our region and allowing people and goods to move safely, efficiently and conveniently with minimal environmental impacts.

THRIVING EDUCATION & ARTS

Where learning and creative expression nurture our youth, prepare us for employment, broaden our cultural horizons and enrich our daily lives.

OUR VISION FOR STRONG, HEALTHY COMMUNITIES

COLUMBIA GORGE
FUTURE FORUM
STRONG, HEALTHY COMMUNITIES

WE ENVISION a network of strong, healthy communities across the Columbia Gorge – each distinct in its people, places and local identity, yet sharing common values that unite our region and its hopes for the future. In our vision, we work to ensure that our communities protect and enhance their identity and quality of life through good governance, sound planning and sustainable development. Gorge communities remain safe, secure, welcoming places in which to grow, thrive and age. We support our families, youth and elders through affordable housing and health care, accessible transportation and diverse recreational opportunities. Our communities are built on cooperation and mutual respect and are inclusive of our varied cultures, ethnicities and indigenous tribes. Our citizens are actively engaged in local government and work together to create solutions to the challenges of the future. Our governments and leaders listen carefully to the needs and aspirations of their citizens and work across boundaries to cooperate in achieving our shared regional vision and goals.

STRATEGIES FOR ACHIEVING OUR VISION

COMMUNITY IDENTITY

- **Local Community-Building.** Support local community-building efforts in the Gorge through community visioning projects, enhanced accessibility to local government and community leadership development programs.
- **Community Improvement & Celebrations.** Increase local volunteerism, community-based improvement projects and local festivals and celebrations.

COOPERATION, RESPECT & DIVERSITY

- **Regional Cooperation.** Promote opportunities for citizens from across the region and both sides of the Columbia River to cooperate in sharing information, ideas and resources.
- **Respect for Diversity.** Promote greater understanding and respect for social and cultural diversity in Gorge communities, including Native American and Hispanic populations.
- **Improved Native Americans Lives.** Explore ways to improve the lives of Native Americans in the Gorge, including recognition and respect for tribal rights and ceremonies, better coordination between governments on laws affecting tribes and improved housing and tribal business development.

HEALTH & SAFETY

- **Law Enforcement Funding.** Increase funding and support for local and regional law enforcement programs to better protect Gorge residents and tourists, reduce vandalism in parks and recreational areas and enforce safe driving practices.
- **Police & Fire Protection.** Improve and enhance local police and fire departments through formation of inter-agency partnerships, expanded financial support and training for citizen volunteers.
- **Preventive Health Care.** Promote a more holistic, preventive health care model in the Gorge, involving health care institutions, medical providers, insurers, and wellness and alternative health care professionals.
- **Youth Opportunities.** Provide safe, healthy activities and opportunities for youth to connect with one another, increase their knowledge, skills and experience, contribute to the civic life of their communities and find support and assistance when they need it.
- **Services for Elders.** Expand and improve essential services for elderly populations in the Gorge, including housing, transportation, health care and recreational opportunities.

CIVIC ENGAGEMENT

- **Public Involvement.** Increase public involvement programs and activities in all aspects of governance in the Gorge in order to promote greater citizen engagement and stronger local communities.
- **Regional Citizen Forum.** Strengthen civic engagement through establishment of a permanent regional forum for on-going citizen dialogue and involvement in the Gorge.

CIVIC ENGAGEMENT [continued]

- **Volunteer Opportunities.** Support and expand opportunities for community volunteers, as appropriate, in local schools, parks, fire departments, economic development efforts and state and federal government programs.

GOVERNANCE

- **Regional Planning & Coordination.** Strengthen regional planning, inter-agency coordination and program implementation in the Gorge to better address regional issues and challenges.
- **Regional Partnerships & Coalitions.** Encourage and promote regional partnerships and coalitions in such areas as law enforcement, small business development and job creation, schools and libraries, affordable housing, parks and recreation.
- **Local Government Role.** Increase local government involvement in the management of urban growth, provision of public transportation, protection of natural resources, promotion of air and water quality and the development of renewable energy sources through new ordinances, programs and standards.
- **Financial Tools & Incentives.** Institute new financial tools and incentives such as tax breaks or user fees, to encourage public actions that support the region's vision and goals.

OUR VISION FOR DYNAMIC LOCAL ECONOMIES

COLUMBIA GORGE
FUTURE FORUM
DYNAMIC LOCAL ECONOMIES

WE ENVISION dynamic local economies for Columbia Gorge communities – building on our traditional strengths and resources to create new opportunities for year-round, sustainable, locally based employment. In our vision, we see increased economic diversity in the Gorge, including new business and industry based on the Internet, high technology, alternative energy and sustainable development. While agriculture remains a major force in our economy, we have increased our emphasis on sustainable farming practices and food production for local markets. Tourism in the Gorge is sustainably managed and demonstrates a profound respect for our environment, communities and native cultures. Visitors enjoy ecological, agricultural and cultural tourism opportunities that highlight our natural environment, orchards and vineyards and local communities. Small, local and home-based businesses, niche technology companies and cottage industries have expanded their role in the Gorge. Advances in telecommunications support our local entrepreneurs, allowing more people to earn a living wage in the communities where they live.

STRATEGIES FOR ACHIEVING OUR VISION

LOCAL & REGIONAL ECONOMIES

- **Gorge-Based Networks.** Build regional awareness that supports and promotes Gorge-based networks and professional organizations, and their activities, products and services.
- **New Business Recruitment.** Recruit new businesses to the Gorge that sustain communities and local economies, including Gorge grown or made products, manufacturers that add value to local resources, locally owned alternative energy producers and low-impact 'niche' technology companies.
- **Resident Discounts & Incentives.** Encourage local businesses, retailers and banks in the Gorge to offer special discounts and financial incentives for customers who are residents of Gorge communities.
- **Complimentary Currency System.** Promote use of a 'complimentary currency system' in the Gorge – a formalized barter and trade program – as a way to strengthen local economic activity and build community.

EMPLOYMENT & SMALL BUSINESS DEVELOPMENT

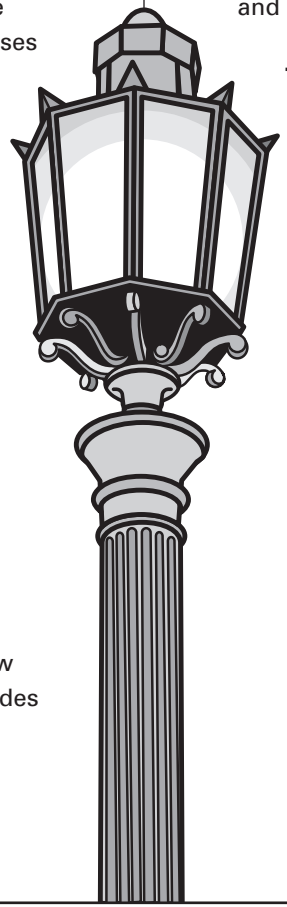
- **Living Wage Jobs.** Create new local, living wage job opportunities for Gorge residents in the areas of sustainable industry, renewable energy production, home-based businesses and cottage industries.
- **Small Business Development.** Support the development of small, locally owned businesses that serve community needs in the Gorge, through small business loans, tax rebates, partnerships with regulatory agencies, business mentorships and small business incubator spaces.

TECHNOLOGY

- **Improved Telecommunications Infrastructure.** Improve and enhance telecommunications infrastructure and services in the Gorge, fostering the creation of low-impact, high technology businesses, home-based businesses and telecommuter-based employment.

AGRICULTURE

- **Small-Scale Agricultural Planning.** Review and refine local land use plans and zoning codes in Gorge communities to encourage, where appropriate, more local, organic, small-scale farms that produce food for local markets and consumers.



AGRICULTURE [continued]

- **Local Food Production.** Promote increased local food production to meet the needs of Gorge communities, including greater crop diversity, financial incentives and technical support for local food networks, small-scale and organic farms, and local farmers markets in Gorge communities.

TOURISM

- **Enhanced Gorge Tourism.** Enhance the tourism experience for Gorge visitors by providing more visitor amenities, including kiosks with information, restrooms and campgrounds.
- **Eco-Tourism & Agritourism.** Promote 'eco-tourism' and 'agritourism' programs in the Gorge in which tourists visit local ecological and cultural heritage attractions, orchards, vineyards and farms to study, learn and engage in beneficial volunteer activities.
- **Gorge Grown and Made.** Develop a Gorge-based retail center for Gorge grown or made goods and products that supports local farms, craftspeople and artisans, provides jobs, and caters to tourists.

OUR VISION FOR A SUSTAINABLE ENVIRONMENT

COLUMBIA GORGE
FUTURE FORUM
SUSTAINABLE ENVIRONMENT

WE ENVISION a sustainable environment in the Columbia Gorge – where people prize our region's beauty, steward and protect its natural resources and minimize their impact on its natural systems. In our vision, we see a growing 'green ethic' in which people tread lightly on the land. Our National Scenic Area regulations are respected and enforced, development is restricted from protected areas, forests are sustainably managed and classic Gorge vistas have been preserved. We enjoy unmatched access to outdoor recreational opportunities – even as we protect some natural areas from human activity entirely. Our preservation of natural habitat helps native plants and animals thrive, while promoting recovery of endangered species. Once again, healthy salmon runs populate the Columbia River and its tributaries. We have improved our water and air quality. Our communities have greatly increased their use of small-scale alternative energy such as solar and wind. Larger alternative energy installations support our region's energy self-reliance – without compromising its scenic beauty, character or ecological integrity.

STRATEGIES FOR ACHIEVING OUR VISION

NATIONAL SCENIC AREA & RESOURCE LANDS

- **National Scenic Area Management.** Continuously improve National Scenic Area administration and management through periodic review and refinement of the National Scenic Area Management Plan, addressing such issues as boundary adjustments, allowable uses, review of applications and voluntary enhancement programs.
- **Forest Management Strategy.** Develop a comprehensive regional strategy to promote sound management of the region's forest resources, fostering sustainable timber harvests, minimizing fire hazards and protecting old growth forests and other significant natural, scenic, cultural and recreational values.

OUTDOOR RECREATION

- **Recreational Planning & Funding.** Improve planning and funding for outdoor recreational facilities, programs and activities in the Gorge.
- **Recreational Trails.** Develop new recreational trails throughout the Gorge, including hiking and biking trails, horse trails, waterfront trails, interpretive trails, 'heritage trails' that celebrate the Gorge's cultural heritage and trails linking Gorge towns to wilderness and recreational areas.

NATIVE SPECIES

- **Wildlife Habitat.** Protect and enhance native wildlife habitat in the Gorge through community-based asset inventories, eradication of invasive plants and animal species, tree-planting projects, preservation of wildlife corridors and funding for land acquisition programs.
- **Salmon Recovery.** Foster the continued recovery of historical salmon runs in the Columbia River and its Gorge tributaries through policy and regulatory reforms, federal and state fish restoration programs, public-private-tribal partnerships, scientific research, public advocacy and education.

AIR & WATER QUALITY

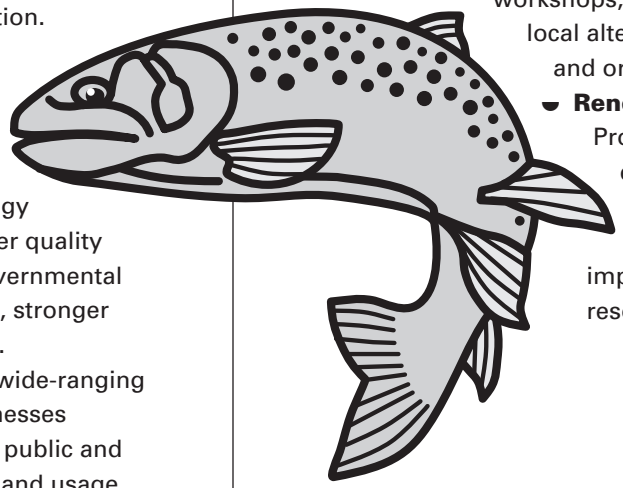
- **Regional Air & Water Quality Strategy.** Develop and implement a regional air and water quality strategy for the Gorge to promote air and water quality improvements through enhanced governmental cooperation, strengthened regulation, stronger enforcement and citizen participation.
- **Clean Skies Campaign.** Develop a wide-ranging clean skies campaign for Gorge businesses and residents, promoting a variety of public and private actions, such as bicycle lanes and usage, clean energy sources, and cleaner transport options including alternative fuels for trains.

AIR & WATER QUALITY [continued]

- **Night Skies Ordinances.** Encourage adoption of local 'night skies' ordinances that help reduce unnecessary light pollution and promote the return of starry nighttime vistas to the Gorge.

ALTERNATIVE ENERGY

- **Small-Scale Energy Applications.** Support increased use of small-scale, alternative energy applications in the Gorge through incentives, workshops, classes and subsidies for local alternative energy producers and organizations.
- **Renewable Energy Development.** Promote development of renewable energy sources in the Gorge, ensuring that such development does not negatively impact National Scenic Area resources and values.



OUR VISION FOR VIBRANT, LIVABLE PLACES

COLUMBIA GORGE
FUTURE FORUM
VIBRANT, LIVABLE PLACES

WE ENVISION vibrant, livable places in the Columbia Gorge – where growth is well managed, urban development is concentrated, and local communities enjoy a rewarding quality of life. In our vision, Gorge towns are 'complete communities' that enable residents to meet most of their needs locally. We have achieved greater densities through walkable downtowns and 'mixed-use' development that blends housing and commercial buildings with shops, restaurants, and well-used public spaces. We support this density with parks, trails and access to open spaces and recreational opportunities. Many of our residents walk, bike or use local shuttles or transit for everyday needs. We have a greater diversity of affordable housing, creating opportunities for people of all incomes, backgrounds and generations to own or rent their home. Our housing is smaller, more efficient and utilizes new technologies to reduce consumption of energy and resources. Much of our food is grown, marketed and consumed locally, through a system of small farms, farmers markets, 'community supported agriculture', and community gardens.

STRATEGIES FOR ACHIEVING OUR VISION

URBAN GROWTH & DEVELOPMENT

- **Regional Dialogue on Growth.** Promote a region-wide dialogue on the challenges of an increasing population, new growth and urban development in the Gorge.
- **Urban Growth Management.** Guide future urban growth in the Gorge through careful management of existing urban areas, maintenance of community feel, and protection of the surrounding natural and scenic assets of the region.
- **Community Character.** Enhance and protect the character of Gorge communities through preservation of downtown areas and historic elements, design standards and guidelines, and careful mixed-use development.

LIVABILITY

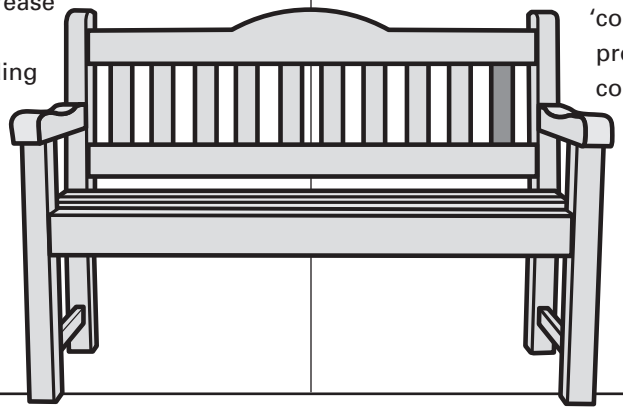
- **Mixed-Use Development.** Promote increased mixed-use development in Gorge downtown districts, where residential, office and small retail uses are blended in denser developments that accommodate new housing options, create small business opportunities, increase pedestrian activity and encourage the use of public spaces.

LIVABILITY [continued]

- **Town Squares & Public Spaces.** Support the development of town squares or similar public spaces in Gorge communities, where local residents and visitors alike can gather, connect and participate in civic life, including community events and farmers markets.
- **Pedestrian & Bicycle Activity.** Facilitate increased pedestrian and bicycle activity in Gorge towns through improved sidewalks, safer pedestrian crossings, dedicated bicycle lanes and other pedestrian- and bicycle-friendly amenities.
- **Affordable Housing Strategy.** Develop a comprehensive regional strategy to promote affordable housing in all Gorge communities, emphasizing intergovernmental cooperation, public/private partnerships, refinement of local land use plans and zoning codes, and new affordable housing programs.

PARKS & OPEN SPACES

- **Columbia River Access.** Increase public access to the Columbia River and its tributaries, including boat ramps, marinas, sailing facilities, ferry landings and new waterfront development where appropriate.



PARKS & OPEN SPACES [continued]

- **Community Parks & Open Space.** Improve and expand community parks and access to open space in Gorge communities through public-private partnerships, formation of new park and recreation districts, upgraded park maintenance programs and system development charges.

SUSTAINABLE BUILDING

- **Green Building Standards & Practices.** Promote green building standards and practices in Gorge communities, including review of local building codes to remove barriers and provide incentives, and use of recycled building materials, grey water recycling and renewable energy systems.

FOOD AND WATER

- **Local Food Systems.** Develop and promote local food systems that connect small farms in the Gorge to local communities, including farmers markets, 'community supported agriculture' programs, food co-ops and community gardens.
- **Water Resources Strategy.** Develop a comprehensive regional strategy to plan for and promote sustainable usage of current and future water resources available in the Gorge.

OUR VISION FOR BALANCED, ACCESSIBLE TRANSPORTATION

COLUMBIA GORGE FUTURE FORUM

BALANCED, ACCESSIBLE TRANSPORTATION

WE ENVISION a balanced, accessible transportation system in the Columbia Gorge – connecting our region and allowing people and goods to move safely, efficiently and conveniently with minimal environmental impacts. In our vision, we balance traditional and alternative modes of travel – lessening our dependence on cars, reducing our 'carbon footprint,' and protecting our environment. We carefully maintain and improve our highways, utilizing new tools to manage, facilitate and, in some cases, restrict the flow of traffic. We have enhanced our bridges to ensure better connections across the Columbia River, safely accommodating public transit, bicycles and pedestrians. Once again, we travel by train, with regular service for residents, commuters and tourists between Gorge communities and the Portland/Vancouver area. Intraregional buses and ferries also serve our communities, reducing the number of private automobiles on our roads. An interconnected system of bicycle and pedestrian trails links all Gorge communities, allowing residents and tourists to travel throughout the region – entirely free of motorized vehicles.

STRATEGIES FOR ACHIEVING OUR VISION

ALTERNATIVE MODES OF TRANSPORTATION

- **Alternative Transportation Modes.** Promote adoption of alternative modes of transportation in the Gorge that provide new options to Gorge residents for local travel and daily trips, as well as alternatives to the private automobile.

TRANSPORTATION NETWORK

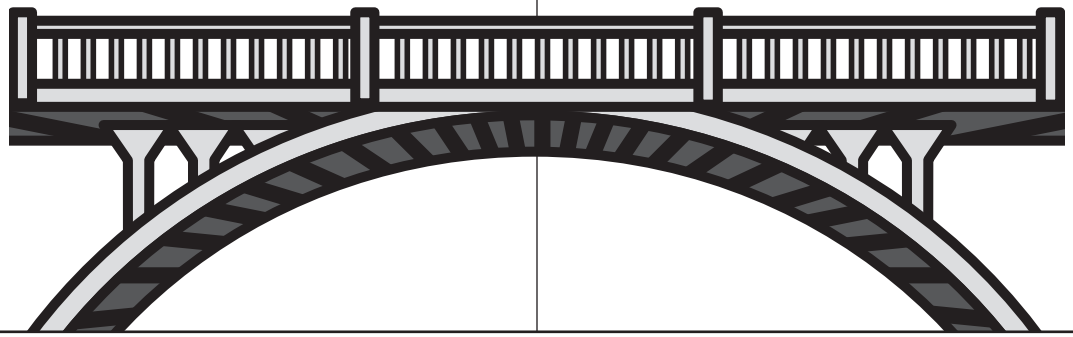
- **Mass Transit System.** Promote the long-term development of a comprehensive mass transit system to serve the unique geography and population centers of the Gorge, utilizing rail, bus, shuttle and other modes to link communities on both sides of the River.
- **Gorge Rail Service.** Establish new rail service linking Gorge communities with the Portland/Vancouver metropolitan area, serving local residents, commuters and tourists in the region.
- **River Ferry System.** Explore the establishment of a regular river ferry service on the Columbia River, linking Gorge communities and serving local residents and tourists.

HIGHWAYS, ROADS & BRIDGES

- **Highways, Roads & Bridge Maintenance.** Support ongoing maintenance and improvement of existing Gorge highways, roads and bridges as an integral part of the region's transportation system, a vital component of its economy and an essential element in the mobility of its residents and visitors.
- **Traffic Restrictions.** Establish selective restrictions on through-travel by long haul trucks on parts of the Historic Columbia River Highway (Highway 30) and Washington State Route 14 to enhance public safety, reduce pollution and promote local tourism and recreation benefits.
- **Cross-River Connections.** Explore options for development of major new (or redeveloped) connections across the Columbia River to safely and efficiently accommodate commercial and private vehicular traffic, as well as mass transit, bicycles and pedestrians.

BICYCLES & PEDESTRIANS

- **Incentives for Bicycle Use.** Develop new financial incentives to encourage and promote bicycle use as an alternative mode of transportation in Gorge communities, including grants, tax rebates and employer participation programs.
- **Bicycle Lanes & Bicycle/Pedestrian Paths.** Promote the development of new bicycle lanes and bicycle/pedestrian trails in Gorge towns, making it safe, convenient and accessible for residents to walk or ride bicycles in meeting their daily travel needs.
- **Regional Pedestrian & Bicycle Trail.** Develop a regional, interconnected pedestrian and bicycle trail linking all Gorge communities on both sides of the Columbia River.



OUR VISION FOR THRIVING EDUCATION & ARTS

COLUMBIA GORGE
FUTURE FORUM
THRIVING EDUCATION & ARTS

WE ENVISION a Columbia Gorge that places a high value on thriving education and arts – where learning and creative expression nurture our youth, prepare us for employment, broaden our cultural horizons, and enrich our daily lives. In our vision, knowledge and creativity enable Gorge communities to adapt to a changing world, while respecting our core values, natural environment and cultural heritage. Our schools and community colleges have expanded educational offerings and access to advanced degrees that prepare students for the workforce and a changing economy. New scientific programs, research facilities and interpretive centers offer innovative learning opportunities based on our region's unique environmental and cultural assets. We honor our cultural heritage as an integral part of the Gorge. Tribal traditions and cultures are deeply respected, while ceremonial sites and livelihoods are protected. Arts, music and cultural programs help our communities celebrate their local identity and sense of place. Flourishing arts organizations, artist communities, events and festivals bring full creative expression into the public sphere.

STRATEGIES FOR ACHIEVING OUR VISION

TEACHING SUSTAINABILITY

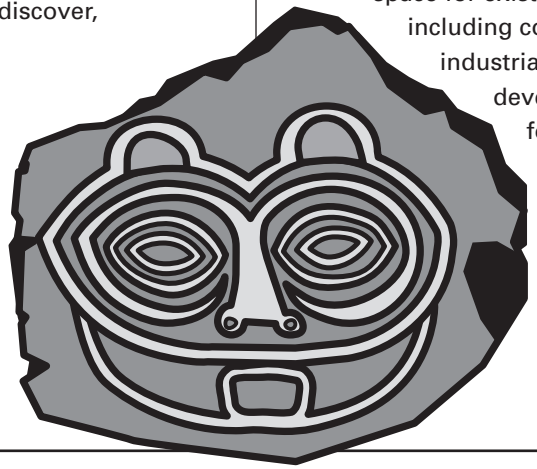
- **Sustainable Living Education & Awareness.** Develop public education and awareness programs promoting sustainable living in the Gorge through local schools, community colleges and federal and state agencies and local governments in the region.
- **Vocational Training for Sustainable Industries.** Enhance high school and community college vocational training in such emerging sustainable industries as green building, alternative energy, environment protection and agriculture for local food systems.
- **Adult Education in Sustainability.** Expand adult education programs and classes focused on sustainable living practices, including residential renewable energy production, natural resource protection, preventive health care, small business development and more.

SCHOOLS & EDUCATION

- **Support for Local Schools.** Foster stronger support for local schools in the Gorge, including development of new funding sources, improved programs and classes, and increased involvement of parents and volunteers.
- **Programs for Minority Youth.** Develop and improve programs in local schools and community colleges to reach out, engage and meet the special needs of Gorge minority youth, including Native American and Hispanic children.
- **College Preparatory Programs.** Expand college preparatory programs through high school partnerships at Columbia Gorge Community College and Mt. Hood Community College in order to increase the number of Gorge students who complete associate degrees and go on to receive baccalaureate and advanced degrees.
- **Scientific, Research & Interpretive Programs.** Promote the development of new scientific programs, research facilities and interpretive centers based on the unique environmental and cultural assets of the Gorge, providing opportunities for scientists, educators, students and visitors to discover, learn and explore.

CULTURAL HERITAGE

- **Native American History & Culture.** Sustain the history, culture and traditions of the Gorge's indigenous peoples and tribes, including protection of significant Native American ancestral and ceremonial sites.



CULTURAL HERITAGE [continued]

- **Native American Museum & Interpretive Center.** Establish a permanent museum and interpretive center for Native American history, culture and stories in the Columbia Gorge.

ARTS & ENTERTAINMENT

- **Arts Education.** Expand arts education in Gorge schools and community colleges through new arts programs and facilities, fundraising campaigns and events.
- **Arts Organizations.** Support the continued development and expansion of arts organizations in the Gorge, fostering increased opportunities for local artists, musicians, performers and others to share their creative expression.
- **Events & Festivals.** Promote the development of new seasonal artistic events and festivals in the Gorge that celebrate the region's cultural heritage and sense of place, showcase its artists, performers and craftspeople, and contribute to its economic vitality.
- **Artist Spaces.** Foster the creation of new studio space for existing and emerging Gorge artists, including conversion of unused or underutilized industrial or commercial buildings for development of 'live-work' spaces for local artists.

CONTINUING THE DIALOGUE

Change is a constant in any region and while it cannot be stopped, it can be directed in ways chosen by the community. The identification of shared values and creation of a common vision outlining what a community wants for its future can thus become a guide for directing changes to create the future desired by the community. While it is easy for communities to focus solely on day-to-day challenges, a guiding vision is necessary to ensure those daily actions create a unified picture.

The Future Forum sought to begin the creation of that guiding vision. Meetings and surveys encouraged thought and discussion about the future of the Gorge. The many responses distilled into the above values, visions and strategies represent the combined voices of hundreds of Gorge residents and visitors. The information was gathered into this report so that it may be used in a number of ways:

COLUMBIA GORGE
FUTURE FORUM
BUILDING A VIBRANT, SUSTAINABLE FUTURE FOR THE GORGE

- This report is a baseline from which to gauge and measure progress and/or change in community values.
- The values, vision and strategies can be viewed independently to show what Future Forum participants want the Gorge to be like in the future.
- Information about the trends affecting our communities and region has value in depicting the historical background of this vision and recording present concerns.
- The report and underlying data can serve as a foundation for continuing public and private discussions on the future of the Gorge itself, individuals and communities within the region.
- The data collected can be used by policy makers, agency directors, businesses, community organizations and individuals to help prioritize actions that are aligned with the values of the Gorge region as a whole.
- Community and county planning actions can be informed by this process and can work with residents to refine the visions and strategies.
- Future comprehensive plans may use this approach and incorporate the results to reflect the unique identity of a community.

The hope is that this document will be an important tool for all who are interested in what the region thinks about its future and who want to move the region closer to that future. Beginning in October 2008, the Working Group will meet with local governments, leaders, tribes, community groups and others to share the information that has been painstakingly collected and analyzed since the Discovery Center event in October 2007. The group is strongly committed to returning to the communities with this report documenting the process and conveying participants' comments and suggested strategies for the future. The strength of the findings rests in the common themes and goals elicited throughout the region. As stated previously, because there is no action plan attached to the vision and strategies, the task of creating or implementing plans to achieve the vision lies with local agencies, institutions and other groups that are partners in this process, and with the people of the Gorge themselves.

The second Columbia Gorge Future Forum is planned for 2010. It is intended to be a larger event followed by broader regional participation. The next Future Forum agenda could be much more locally driven because of the work that has already been accomplished in stimulating conversation in the region. We hope to come together to assess how we are implementing the Gorge Vision and Strategies, to encourage even greater participation and support, to adjust the vision as needed and to celebrate our accomplishments. Where this first Future Forum was intended to start and inspire the dialogue, the second one will seek to continue and supplement it.

As we move forward into the future, the Future Forum can act as an ongoing process to inspire the Gorge toward greater regional collaboration. By periodically coming together to collectively ask what we value, what changes we are concerned about, what we want the future to look like and how we can make it so, we will strengthen the Gorge and its communities.

A collaborative attitude and regional commitment will help the Gorge create a future that is all its own.

AFTERWORD

In closing, several creative-thinking Gorge community members contribute their heart-felt vision of the Gorge 20 years from today. These glimpses describe several possibilities for the Gorge; by implementing a region-wide vision, residents and visitors can have a significant role in shaping the future of this unique place.

"I'm standing on Sevenmile Hill west of The Dalles on a summer evening, watching the sun go down. The air is so clear that looking east and west along the river, there is no haze, and I can see the clear outline of Mount Hood to the southwest."
Julie Reynolds

"When I first came to the Gorge , I was awestruck at the incredible beauty time had left us. As an artist, I draw my inspiration from my love of wildlife and the natural environment. Thoughtful policy will preserve this influence on generations to come."
Michael Stewart

"Looking through the glass brightly I see flowing waters clean, clear and cold where those who have depended on the richness of the river for generations and those who are discovering its new possibilities enjoy harmonious coexistence."
Mary Dodds Schlick

"The Columbia River Gorge is not just a place, it is an idea. It is an example of how conflicting visions can find common ground. Recreation, economy, sustainability blend here to create community."
Michael Friend

"As it has been for thousands of years, the Columbia Gorge is a land where natural beauty is enhanced by a creative human presence: a place of balance, where environment and economy coincide in harmony."
Dan Spatz

"Celilo was our fishing capital of the world and we traded, bartered and sold our salmon with all peoples of the United States. It was a gathering of natives and we respected mother earth's treasure.

"The salmon people of the region still pray to the Creator for the protection of our salmon for ceremonial and commercial use. Salmon is our main food and we seek to protect the Columbia River Gorge for our unborn and future generations."
Simon Sampson

"The Gorge is a string of small, unique communities where rich and poor work and live together. Living in the Gorge, you are equally likely to know your check-out clerk as city leadership because the heart of the Gorge is friendship. Throughout all of the changes the Gorge has experienced, it has never lost its core value: Community."
John Metta

"The Columbia Gorge is ruggedly beautiful beyond comparison. What I would like to see is limited future development within the Gorge itself. Hold on to what we have. Limit change! Keep it a nice place for animals and humans to enjoy in harmony."
Les Vaughn

APPENDIX A

MEETINGS AND WEB SURVEY FOR THE COLUMBIA GORGE FUTURE FORUM

DISCOVERY CENTER EVENT

October 29, 2007 Columbia Gorge Discovery Center : The Dalles, OR

COMMUNITY MEETINGS 2008

February 7 Rock Creek Center : Stevenson, WA

February 13 Corbett School : Corbett, OR

February 19 Skamania PUD Community Room : Carson, WA

February 27 North Bonneville City Hall : North Bonneville, WA

February 28 Mosier Grange : Mosier, OR

March 4 Underwood Community Center : Underwood, WA

March 6 Dallesport Community Center : Dallesport, WA

March 10 Wishram Fire Department : Wishram, WA

March 19 Hood River Inn : Hood River, OR

March 25 Pioneer Center : White Salmon, WA

March 26 Jemtegaard Middle School : Washougal, WA

April 1 The Dalles Civic Auditorium : The Dalles, OR

April 8 Gorge Pavilion : Cascade Locks, OR

FOCUS GROUP MEETINGS 2008

March 10 Native American Focus Group, Wishram School : Wishram, WA

March 12 Latino Focus Group, St. Mary's Catholic Church : Hood River, OR

March 20 Native American Focus Group, Celilo Longhouse : Celilo, OR

WEB SURVEY

Available from February 7, 2008 to May 1, 2008

APPENDIX B

DISCOVERY CENTER EVENT AGENDA

Columbia Gorge Discovery Center
October 29, 2007 8:00 am–4:00 pm

8:00 am	REGISTRATION, DISPLAYS, COFFEE
8:30	Welcoming Remarks and Introductions
8:50	Forum Keynote
9:40	Columbia Gorge Profile
10:30	Small Group Discussions: Values, Trends & Issues
11:45	LUNCH
12:30 pm	Guest Panel: Perspectives on Change in the Gorge
2:15	Small Group Discussions: Visionary Ideas for the Gorge
3:40	Closing and Next Steps
4:00	ADJOURN

ATTENDEES AT THE DISCOVERY CENTER EVENT, OCTOBER 29, 2007

- Harold Abbe, Commissioner, Columbia River Gorge Commission
- Jose Alvarez, Planner, Clark County
- Steven Ames, Steven Ames Planning
- Steven Andersen, Principal, Cascade Planning Associates
- Jill Arens, Executive Director, Columbia River Gorge Commission
- John Arens, Director, Mid-Columbia Council of Governments
- Julia Babcock, RARE volunteer, Port of Cascade Locks
- Hillary Barbour, Office of Congressman Blumenauer
- Kelley Beamer, Conservation Organizer, Friends of the Columbia Gorge
- Larry Bellamy, City Administrator, City of Goldendale
- Len Bergstein, President, Northwest Strategies, Inc.
- Bruce Bolme, Mt. Adams Chamber of Commerce
- Ken Born, Planner, Multnomah County Land Use Planning
- Tom Brazille, Councilor, City of Cascade Locks
- Barbara Briggs, County Commissioner, Hood River County
- Peggy Bryan, Executive Director, Skamania County Economic Development Council
- Mike Canon, Director, Klickitat County Economic Development
- Dee Caputo, Senior Planner, Washington Dept. of Community, Trade and Economic Development
- Ron Carroll, Friends of Mosier
- Dale Connell, Mt. Adams Chamber of Commerce
- Peter Cornelison, Field Representative, Friends of the Columbia Gorge
- Todd Cornett, Planning Director, Wasco County
- Ed Cox, Reporter, The Dalles Chronicle
- Tom Cramblett, Councilor, City of Cascade Locks
- Doug Crow, Commissioner, Columbia River Gorge Commission
- Sam Crummett, Planning Consultant, Mackay & Sposito, Inc.
- Kristin Currin, Friends of Mosier
- Lee Curtis, Director, Mid-Columbia Economic Development District
- Chuck Daughtry, General Manager, Port of Cascade Locks
- Todd Davidson, Director, Oregon Tourism Commission (dba Travel Oregon)
- Judy Davis, Commissioner, Columbia River Gorge Commission
- Ernest Drapela, Historic Columbia River Highway Advisory Committee
- Jason Dumont, Portland Area Preserves Steward, The Nature Conservancy
- Kathie Durbin, Reporter, The Columbian
- Daniel Durow, Planning Director, City of The Dalles
- Mark A. Ellsworth, Oregon Governor's Office
- George Erdenberger, Landscape Architect
- Dan Ericksen, County Judge, Wasco County
- Gordy Euler, Long-Range Planning, Clark County
- Chris Foster, Commissioner, Multnomah County Land Use Planning
- Anne Goranson-Salas, Washington State University Horizons Program
- Kevin Gorman, Executive Director, Friends of the Columbia Gorge
- Rob Greene, Tribal Attorney, Confederated Tribes of Grand Ronde
- Bill Fashing, Economic Development Coordinator, Hood River County
- Kathy Fitzpatrick, City Council, City of Mosier
- Mark Flaming, Secretary/Treasurer, Columbia River Gorge Technology Alliance
- Daniel Harkenrider, Area Manager, Columbia River Gorge National Scenic Area Forest Service Office
- Dian Hilliard, Conference Solutions Inc.
- Ray Hendricks, Portland General Electric
- Jim Hoffman, General Manager, Cousins Country Inn
- Sherry Holliday, County Commissioner, Wasco County
- Jim Jacks, Office of Governor Gregoire
- Johnny Jackson, Chief, Cascade Tribe
- Ron Karten, Reporter, Smoke Signals
- Cheryle A. Kennedy, Tribal Council Chairwoman, Confederated Tribes of Grand Ronde
- Angie Kenney, Planner, Columbia River Gorge Commission
- Jeanette Kloos, President, Friends of the Historic Columbia River Highway
- William Knight, Air Quality Division, Oregon Department of Environmental Quality
- Richard Krikava, Office of Senator Gordon Smith
- Michael Lang, Conservation Director, Friends of the Columbia Gorge
- Tim Lee, President, Port of Cascade Locks Commission
- Robert Leipper, citizen
- Bill Lennox, County Commissioner, Wasco County
- Kevin Liburdy, Senior Planner, City of Hood River
- Brian Litt, Planning Manager, Columbia River Gorge Commission
- Jeremy Littell, Researcher, University of Washington Climate Impacts Group
- Walt Loehrke, Commissioner, Columbia River Gorge Commission
- Katharina Lorenz, Commissioner, Multnomah County Land Use Planning
- Tom Mack, Chief of Staff for Multnomah County Commissioner Lonnie Roberts
- Lonny Macy, Commissioner, Columbia River Gorge Commission
- Michael McElwee, Executive Director, Port of Hood River
- Ken McKune, Washington State University Horizons Program
- Jay McLaughlin, Mt. Adams Resource Stewards / Horizons Program

- Carl McNew, Commissioner, Columbia River Gorge Commission
- John McSherry, Business Development Manager, Port Of Skamania
- Lloyd Meeks, citizen
- Patricia Meeks, citizen
- David Meriwether, County Administrator, Hood River County
- Jessica Metta, Planner, Columbia River Gorge Commission
- Jim Middaugh, Commissioner, Columbia River Gorge Commission
- Antone Minthorn, Chairman, Confederated Tribes of the Umatilla Indian Reservation
- Bobbie Miller, Member, Gorge Land Use Equity
- Rachel Nolin, State of Oregon, Budget and Management Division
- Gary Nychyk, Senior Planner, Wasco County
- Colonel Thomas E. O'Donovan, Commander, US Army Corp of Engineers
- Paul Pearce, County Commissioner, Skamania County
- Louie Pitt, Director of Governmental Affairs and Planning, The Confederated Tribes of Warm Springs
- John Potter, Assistant Director of Operations, Oregon Parks and Recreation Department
- Jim Price, student, Lyle High School
- Kevin Price, Columbia River Gorge Area Manager, Oregon Parks and Recreation Department
- Claire A. Puchy, Endangered Species Program, Portland Bureau of Environmental Services
- Joyce Reinig, Commissioner, Columbia River Gorge Commission
- Dan Rendine, Portland General Electric
- Julie Reynolds, citizen
- Ron Rivers, County Commissioner, Hood River County
- Lonnie Roberts, District 4 County Commissioner, Multnomah County
- Dave Robertson, Portland General Electric
- Hector Roche, Community Liaison for Multnomah County Chair Ted Wheeler
- Ryan Rodruck, Office of Congressman Doc Hastings
- Casey Roeder, Executive Director, Skamania County Chamber of Commerce
- Diana Ross, Planner, Columbia River Gorge National Scenic Area Forest Service Office
- Sue Ryan, Reporter, The Hood River News
- Carolyn Sanco, Business Development Officer, Oregon Economic & Community Development Department
- David Sauter, County Commissioner, Klickitat County
- Brad Schmidt, Reporter, The Oregonian
- Bernard Seeger, City Administrator, City of Cascade Locks
- Honna Sheffield, Commissioner, Columbia River Gorge Commission
- Michelle Singer, Oregon Health Sciences University, One Sky Center
- David Skakel, Director, Columbia Gorge Earth Center
- Katie Skakel, Mosier Community School
- Susie Slockish, Member, Cascade/ Klickitat Tribe
- Wilbur Slockish, Chief, Klickitat Tribe
- Rick Smyre, President, Communities of the Future
- Dan Spatz, Executive Director of Resource Development, Columbia Gorge Community College
- Andrea Spencer, Natural Resources, The Confederated Tribes and Bands of the Yakama Nation
- Anne Squier, President, Westwind Stewardship Group
- Kristen Stallman, Scenic Area Coordinator, Oregon Department of Transportation
- Tim Stearns, Senior Energy Policy Specialist, Washington Dept. of Community, Trade and Economic Development
- Cheryl Steindorf, Washington State University Horizons Program
- Mark Stevenson, Columbia River Gorge Area Staff, Oregon Parks and Recreation Department
- Mary Stocks, Public Relations, The Dalles Area Chamber of Commerce
- Erin Stone, Director, The Dalles Area Chamber of Commerce
- Aurolyn Stwyer, Council Member, The Confederated Tribes of Warm Springs
- Ron Suppah, Council Chairman, The Confederated Tribes of Warm Springs
- Siobhan Taylor, Public Affairs Director, Confederated Tribes of Grand Ronde
- Phyllis Thiemann, Board Member, West Columbia Gorge Chamber of Commerce
- Ray Thygesen, Washington State University Horizons Program
- Frank Toda, President, Columbia Gorge Community College
- Derrick Tokos, Principal Planner, Multnomah County Land Use Planning
- Jamie Tolfree, County Commissioner, Skamania County
- Kathleen Tom, Tribal Council Member, Confederated Tribes of Grand Ronde
- Ava VanVelsor, Washington State University Horizons Program
- Cindy Walbridge, Planning Director, City of Hood River
- Lavina Washines, Tribal Council Chairwoman, The Confederated Tribes and Bands of the Yakama Nation
- Bill Weiler, Habitat Biologist, Washington Department of Fish and Wildlife
- Jeanne Williams, Biologist, Washington State Department of Natural Resources
- Linda Williams, Washington State University Horizons Program
- Karen Witherspoon, Director, Skamania County Planning & Community Development
- Susan Wolff, Dean of Instruction, Columbia Gorge Community College
- Al Wright, Principal, Al Wright Consulting

APPENDIX D

COMMUNITY MEETINGS AGENDA

February–April 2008 5:30 –8:30 pm

5:30 pm	Open House, Refreshments, Information
5:50	Official Welcome, Introductions and Meeting Purpose
	Presentation: Future Forum Video and "Fast Facts"
	Discussion: Gorge Values, Trends and Issues
	Discussion: Gorge Visions and Local Actions
	Presentation: Vital Signs Indicators Project
	Next Steps for Future Forum and How to Stay Involved
8:20	Group Polling on Visions and Actions
8:30	Meeting Adjourned

APPENDIX E

METHODOLOGY FOR ANALYZING COLLECTED RESPONDENT DATA

Note: Much of this appendix is summarized from the *Methodology and Qualitative Analysis Report for the Columbia River Gorge Commission* prepared by Portland State University's Survey Research Lab in the Office of Graduate Studies and Research. The full text of this report may be viewed at the Columbia River Gorge Commission office.

Data Collection

The Columbia Gorge Future Forum gathered data using paper surveys at the Discovery Center event in October 2007 and the 16 community meetings conducted from February to April 2008. Using Survey Monkey software, a Web survey was available from February through April 2008. The surveys included either three or four of the following open-ended questions:

1] *What do you value most about the Columbia Gorge (and your own community)? What would you like to remain the same in the future?*
2] *How is the Columbia Gorge (and your own community) changing? What issues will it face in the future?*
3] *Imagine the Columbia Gorge (and your own community) in 15–20 years time, and that it meets your highest expectations for the future. What do you see?*
4] *What is one or more local action in your own community that would help bring your vision closer to reality? Be specific.*

The surveys for the Discovery Center event and the Web survey included only questions 1–3 and did not include the parenthetical statement "and your own community." The community meetings included all four questions and the parenthetical references to their own communities.

The Columbia River Gorge Commission contracted with Portland State University's Survey Research Lab to conduct the qualitative analysis of the data gathered. To most efficiently use the resources available, PSU and the Commission agreed that the data from all three sources (Discovery Center event, community meetings, Web survey) would be coded for the vision (#3) and action (#4) questions. PSU also analyzed and summarized the codes for the vision question (#3) while Commission staff analyzed and summarized the codes for the action question (#4). Answers for the values (#1) and changes (#2) questions were sorted by Commission staff and Visioning Consultant Steven Ames into broad, general themes for use in the final report. The following summary describes the qualitative analysis completed by Portland State University.

Qualitative Data Analysis Approach

Qualitative analysis of the text from the vision and action questions was used to systematically code and summarize the data. These summaries can be used to identify key themes and issues and then to develop a vision plan. The following steps itemize the qualitative analysis approach implemented.

Step 1: Create the Coding Tree

A coding tree is an outline of themes that are expected in the data and/or identified during an initial review of the data. It is important to identify a sufficient number of themes to be useful for the analysis process without going into so much detail that the coding process would be too difficult or the specificity of codes would not support later uses of the data. The themes identified for this dataset resulted in a coding tree of 43 codes grouped into five "families." A family is a general label into which a group of codes can be organized. TABLE 1 presents alphabetical listings of the families and the codes within each family. One additional family named "Other" with two codes is also included. The code "other" was used for any text that did not logically fit into any of the other 43 codes and "didn't answer" was used for those responses that neglected to directly answer a given question.

METHODOLOGY [CONTINUED]

TABLE 1 Coding Tree Developed by Portland State University for the Columbia Gorge Future Forum Data

COMMUNITIES (15 codes)	ECONOMY (9 codes)	LAND USE (5 codes)
Arts and Entertainment	Agriculture	Dams and Waterways
Civic Engagement	Casino	Parks and Open Spaces
Community Identities and Culture	Housing	Resources and Land Management
Cooperation and Respect	Jobs and Wages	Trails
Crime and Safety	Local Food Systems	Urban Growth and Development
Cultural Heritage	Local and Regional Economy	**ENVIRONMENT (7 codes)**
Diversity	Small and Local Businesses	Air and Water Quality
Education and Schools	Technology	Alternative Energy
Government	Tourism	Outdoor Recreation
Health and Healthcare	**TRANSPORTATION AND INFRASTRUCTURE (5 codes)**	Pollution
Indigenous Tribes	Biking and Walking	Scenic Beauty and NSA
Livability and Quality of Life	Bridge	Sustainability
Population	Highways and Roads	Wildlife
Self-Sufficient Communities	Mass Transit and Alternative Transportation	**OTHER (2 codes)**
Youth and Elderly	Regional Transportation Network	Didn't Answer
		Other

Step 2: Import All Text Data into Analysis Software

To analyze the qualitative data, ATLAS.ti 5.0 (Scientific Software Development, 2004; www.atlasti.com) was selected as the most appropriate software. As data files with the individual responses by question were received, text data was formatted and imported into ATLAS.ti, where the appropriate codes were created and applied.

Step 3: Code All Text Data

In order to analyze qualitative data, the size of the "text unit" (an individual piece of text data) must be decided. Text units can be words, lines, sentences or paragraphs. For the Future Forum data, paragraphs were chosen as the text unit for coding. This resulted in all of the information in one respondent's answer to one question equaling one text unit. This allowed for the text related to a given code to remain in the entire answer when it is printed in a code report to provide sufficient context. For example, if one answer to the vision question included information about civic engagement, wildlife and housing, the whole response was printed in the three separate code reports run for final analysis.

Coding qualitative text is a detailed process of reading, reflecting and interpreting. Coders read each text unit, often multiple times in order to fully grasp the content. The reader reflects on the content of the text, considering the multiple issues included. The reader interprets the content based on the codes available. Finally, the coder applies as many codes as the text unit references. Coders are not allowed to make assumptions about respondents' answers (*i.e.,* assuming an underlying meaning or inference beyond the written words), but to code the responses at face value in order to prevent bias.

Step 4: Edit, Refine and Expand The Coding Tree While Coding

While the text is coded, new codes may become apparent. If that occurred, a new code was created and added to the existing coding tree. When new codes were created, previously coded data was reviewed and recoded as needed. Codes were also periodically checked for redundancy when two similar codes occurred. In this case, the two redundant codes were merged to create one single new code.

METHODOLOGY [CONTINUED]

Step 5: Run Coded Text Reports

After all of the data was coded, using the qualitative analysis software, the large text file was sorted by code and reports were run for each of the 43 codes (excluding "other" and "didn't answer") for the vision and action questions. Each of the reports produced included all of the text units (i.e., complete answers to each question) that received a given code. With each text unit, the data source (either "Community and October Data" or "Web Data") and all of the codes applied to that text are printed (in alphabetical order, not the order in which the themes appear in the text unit) so that the reader knows all of the thematic areas in which that text will be considered in the analysis. Any given text unit will appear in as many reports as it received codes. It is important to note that the text is reprinted as it was received, without any editing for spelling, grammar or clarity. Each text unit is preceded by a unique identifier assigned to each respondent.

It is important to keep in mind that the questions posed to the respondents were broad, open-ended topics. Using this qualitative approach, it is assumed that the themes raised are the most important or prominent issues on the minds of the respondents. However, if asked more directly about all of the issues using different survey approaches, the same respondents might rate some of the low incidence themes quite high on scales of importance or relevance for the Columbia Gorge.

Step 6: Analyze and Synthesize the Coded Data

Once the data was organized in thematic reports, each code was summarized to depict the key issues and topics raised by the respondents. Portland State University summarized the vision question while Gorge Commission staff summarized the action question. These summaries were then used to frame the vision and strategies for the Columbia Gorge Future Forum. This may involve moving beyond the specific codes of the data to develop higher-order themes, and finally drawing conclusions based on the analyzed data. However, the value of the individual responses and the detailed, coded data is never lost and can be used as a reference for other purposes in the future. ⬆

APPENDIX F

FUTURE FORUM CONTRIBUTORS

WORKING GROUP MEMBERS

- Jill Arens, Columbia River Gorge Commission
- Peggy Bryan, Skamania County Economic Development Council
- Mike Canon, Klickitat County Economic Development
- Laura Comini, The Dalles Chamber of Commerce
- Lee Curtis, Mid-Columbia Economic Development District
- Chuck Daughtry, Port of Cascade Locks
- Jessica Davenport, Skamania County Planning & Community Development
- Bill Fashing, Hood River County Economic Development
- Nicole Hollatz, Skamania County Planning & Community Development
- Virginia Kelly, US Forest Service
- Andrea Klaas, Port of The Dalles
- Brian Litt, Columbia River Gorge Commission
- Jessica Metta, Columbia River Gorge Commission
- Dean Meyerson, volunteer
- Amanda Remington, Mid-Columbia Economic Development District
- Casey Roeder, Skamania County Chamber of Commerce
- Diana Ross, US Forest Service
- Dan Spatz, Columbia Gorge Community College
- Phyllis Thiemann, Cascade Locks Event Coordinator
- Karen Witherspoon, Skamania County Planning & Community Development

FINANCIAL AND IN-KIND CONTRIBUTORS

- Avis Rent-A-Car
- Bohn's Printing, Inc.
- Bonneville Hot Springs Resort
- Clark County
- Columbia River Gorge Commission
- The Confederated Tribes of Grand Ronde
- Gorge Local Currency Cooperative
- Hood River County
- Klickitat County Economic Development
- Metro
- Multnomah County
- Oregon Department of Environmental Quality
- Oregon Parks & Recreation Department
- Portland General Electric
- Safeway
- Skamania County
- Skamania Lodge
- Southwest Clean Air Agency
- US Forest Service Scenic Area office
- Wasco County
- Washington Department of Ecology

FUTURE FORUM CONTRIBUTORS [continued]

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- Steven Ames, Principal, Steven Ames Planning

BRAND + DESIGN CONSULTANT

- Pamela Trow-Johnson, 501 DRIVE LLC

PROJECT CONSULTANTS

- Deanna Busdieker, db design
- John Hardham, Light Wave Communications
- Dian Hilliard, Conference Solutions Inc.
- Dayna Reed, SignArt
- Katlin Smith, UrbanWords Group
- Greg Weiss, Columbia River Music
- Helen Woods, qualitative analyst

FACILITATORS AT THE DISCOVERY CENTER EVENT

- Barbara Briggs
- George Erdenberger
- Dan Ericksen
- Angie Kenney
- Claire Puchy
- Dave Robertson
- Katie Skakel
- Anne Squier

KEYNOTE AND PANEL SPEAKERS AT THE DISCOVERY CENTER EVENT

- Steven Ames, Steven Ames Planning
- Todd Davidson, Oregon Tourism Commission (dba Travel Oregon)
- Mark Flaming, Columbia River Gorge Technology Alliance
- Brian Litt, Columbia River Gorge Commission
- Jeremy Littell, University of Washington Climate Impacts Group
- Rick Smyre, Communities of the Future
- Tim Stearns, Washington Dept. of Community, Trade and Economic Development

FACILITATORS AT THE COMMUNITY MEETINGS

- Barbara Briggs
- Marti Kantola
- Katie Skakel

ATTENDEES

- More than 500 individual participants: see Appendix C for a complete list of Discovery Center Event attendees

DATA ANALYSIS

- Survey Research Lab, Portland State University

PHOTOGRAPHY

- John Hardham, Light Wave Communications
- Darryl Lloyd, Long Shadow Photography
- Peter Marbach, Peter Marbach Photography

COLUMBIA GORGE
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www.GorgeFutureForum.org

or contact Jessica Metta at 509-493-3323 ext. 228 or metta@gorgecommission.org

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2014–2015 Oregon Consensus and William D. Ruckelshaus Center
Urban Area Policy Assessment

In 2013, the Oregon Legislature gave a budget amount to the Department of Land Conservation and Development (DLCD) for the purpose of conducting an assessment of the potential for collaborative governance to update National Scenic Area urban area boundary revision policy. DLCD contracted with Oregon Consensus and the William D. Ruckelshaus Center to conduct the assessment.

In June 2014, the assessment team from these centers conducted a half-day workshop with the Gorge Commission to get its input on urban area boundary revision policy and guidance on constructing the assessment. Commissioners and staff reviewed the history of development in the Gorge and other historical use, events, and other factors that shaped the current situation in the Gorge, and offered their perspectives on what success would look like in developing urban area policy and what questions the assessment team should ask.

In June 2015, the assessment team presented the final report to the Commission. The Commission asked the assessment team to continue reaching out to tribal interests after submitting its final report. The assessment team did so and made some revisions to the final report.

The Assessment Team's notes of the June 2014 workshop and the final report as revised are also included in this background notebook. The complete audio of the June 2014 workshop and June 2015 presentation of the final report and the Commission discussion of the final report are available from the Commission office.

MEMORANDUM

TO: Columbia River Gorge Commission Members
FROM: Laurel Singer and Turner Odell, *Oregon Consensus (OC)*, Amanda Murphy, *William D. Ruckelshaus Center (WDRC)*
SUBJECT: DRAFT – Follow-up and Brief Summary of June 9th Urban Area Policy Assessment Kickoff Meeting
DATE: August 7, 2014

This memo follows up on the June 9th, 2014 kickoff meeting for the Columbia River Gorge Urban Area Policy Assessment process. The meeting was held at The Dalles Readiness Center on the campus of the Columbia Gorge Community College from 12:00 PM to approximately 5:00 PM. The purpose of the session was to provide the Gorge Commission members with an opportunity to offer guidance to the Oregon Consensus/Ruckelshaus Center team in conducting an assessment that will help the Commission determine how best to engage stakeholders in developing urban area policy for the National Scenic Area.

The agenda for the day included the following components:

- Working lunch and tour of the new Fort Dalles Readiness Center
- Constructing a history/timeline of development in the Gorge and of the evolution of the Gorge Commission
- Envisioning success for development of an Urban Area Policy
- Exploring how the assessment can help Commissioners engage stakeholder effectively to achieve that success
- Developing a structure for communication during the assessment

Below follows a brief summary of the meeting.

Meeting Attendees

Commission Members Present:
Gorham Blaine, Bowen Blair, Lynn Burditt, Keith Chamberlain, Lorrie DeKay, Carl E. McNew, , Jim Middaugh, Antone Minthorn, Rodger Nichols, Damon Webster, Dan Ericksen

Commission Staff Present: Darren Nichols, Jeff Litwak, Michele Dailey, Angie Brewer, Nancy Andring, Jason Sergeant (intern)

Other Attendees: Neita Cecil (The Dalles Chronicle)

Facilitation: Laurel Singer and Turner Odell (Oregon Consensus), Amanda Murphy (Ruckelshaus Center)

Meeting Summary

History/Timeline:

To help the Commission consider the direction it may want to take in addressing urban area policy, the facilitation/assessment team asked commissioners to articulate and examine the events and forces that have shaped development in the Gorge by creating a timeline. The purpose of this exercise was to have Commissioners and staff create a shared history and a collective understanding of some of the trends and forces that that have led to where Gorge resources and Gorge communities are today. Although the exercise acknowledged the centuries-long history of human activity in the Gorge, the exercise focused on the relatively recent history – beginning around 1950.

The exercise began with participants (Commissioners and staff) working in groups of three to brainstorm events in two categories:

- major historical events in the urban development and policy of the Gorge
- major historical events and accomplishments in the development of the Commission

Participants also noted the year in which they first engaged in Gorge issues.

Participants wrote short descriptions of key events for each category on large post-its and posted them on a timeline along the wall at the front of the room. Participants then spent some time debriefing and reflecting on the timeline they had created – looking for connections between events, identifying turning points, collecting groups of events into "eras," and thinking about the implications of the timeline for the future efforts of the Commission.

A summary of the timeline and reflections is attached to this memo.

Envisioning Success

Participants were next asked to imagine that it is several years in the future and they are at an event celebrating the Commission's success in addressing urban area policy. They were asked, in light of the timeline they just created, to articulate what they were celebrating – how they, or others attending the celebration, would describe what they had accomplished.

Some key themes emerged from the discussion that followed. Many voices came together to describe a vision of a scenic area with thriving and prosperous communities supported by an innovative, understandable and implementable urban area policy. Participants frequently articulated a common desire to support and encourage prosperity in Gorge communities based on their unique strengths. At the same time, participants described diverse visions of the mechanisms by which an urban area policy might help achieve those ends. Some participants felt it was important to create an "irresistible vision" so people would more likely want to participate in developing and implementing an urban area policy.

Visions for a Commission policy and its outcomes, as articulated by the group, included the following:

- Gorge communities have vibrant, self-sustaining and prosperous economies
- The Commission's urban area policy is understandable, implementable and defensible (but does not need to be defended and does not require a legislative fix)
- The policy was developed with robust community input from all affected communities (including Native American communities), applies to all urban areas, and is embraced by all

- The policy is innovative – it is supported by good science, helpful technology and thoughtful economic analysis – it is also transparent and supported by understandable metrics for success
- The policy is flexible and builds on the flexibility inherent in interstate compact law
- The policy serves and engages all communities adequately including the Gorge's urban and rural communities as well as Native American communities and their cultural values
- The policy does not simply "control" development but rather articulates a broad integrative vision for urban areas that includes an economic development vision using both "sticks" and "carrots"
- The policy supports economic prosperity and growth for communities in ways that do not necessarily require boundary expansion, such as:
    - The policy promotes innovative/non-conventional approaches to economic vitality by promoting in-growth and up-growth instead of out-growth
    - The policy drives public investment in a way that provides incentives for private parties to make the most of existing urban land (consistent with community needs and desires) with a focus on unused and underutilized property and helps communities take full advantage of existing zoning
- The policy provides clear direction for whether and how urban areas may (or may not) expand. Alternative thoughts about what that might look like included:
    - The Scenic Area Act implies that expansion may be needed to accommodate economic development and the policy accordingly allows appropriate expansion
    - The policy provides a clear process and criteria for expansion
    - The policy should embody a reasonable and balanced formula to allow growth that is defensible and minimizes impacts to resources – it finds a sustainable balance among conservation, recreation and growth
    - The policy should allow expansion of urban areas with the provision of offsets elsewhere
    - The policy should allow appropriate expansion using a regional approach (not urban area by urban area)
- The policy should encompass a major re-visioning – an integrated positive vision that plays to the natural strengths of the region and the Commission – one that encompasses aa high profile, innovative conservation focus and accommodates an integration of rural and urban interests (e.g., seek a substantial ($100 million) smart energy grant)
- The policy is a celebrated national example of how rural communities can survive, and thrive, within a protected area

<u>Assessment Input</u>

In the next segment of the meeting, participants were asked to work together in teams to provide input to the assessment team on the structure and content of the assessment. The assessment is intended to focus on opportunities for engaging stakeholders in the development of urban area policy. Participants were queried, given their collective vision for success, about how the assessment might help them in moving toward that vision. What kind of information would be useful to the Commission?

The participants divided into small groups and worked together on crafting potential questions that would elicit information important to their policy development effort. Thoughts about possible questions provided by the participants included the following:

- What does your community have, what does it want, what does it need?
- Who should participate in the broader discussion?
- How should tribes participate in the urban area policy discussion?

- What are characteristics of a healthy, sustainable community?
- What are metrics of success? How are those measured?
- What are the disconnects between communities in the two states (OR and WA)?
- What would your community like to protect in the NSA?
- What would your community like/need to help it thrive in the NSA?
    - What infrastructure is missing in your community?
    - What else does your community need: today? In 5 years? 20 years? 50 years?
- What would you like to see included in an urban area policy?
    - What would you include in an urban area ordinance?
- What is your vision for your urban area, or for Columbia River Gorge urban areas in general?
    - Describe what your ideal your urban area and urban areas in general would look like in 25 years. 50 years?
    - Provide specific examples
- Do communities want policies for each urban area individually, or a single policy that all communities can live with?
    - What connectivity is there between urban areas, such that a policy change in one affects others?
- What will it take for you to want to be part of this larger vision?
    - Why would you not participate?
- You have a current plan for your urban area; what is keeping you from realizing this plan?
- What inventories do communities have and would a Gorge-wide inventory be helpful?
- What role should the Gorge Commission have in urban area planning?
    - For example, should/can the Commission require or prohibit specific types of land uses in order to meet criteria for urban area boundary revisions?
- If a policy meets your interests, who else would that affect and how would it affect them?
    - What stakeholders are out there?

Communication Structure

In consultation with the meeting participants, it was agreed that the facilitation/assessment team would keep staff and the Commission apprised on the progress and learnings from the assessment process as it moved forward though regular contact with staff, as-needed contact with the Urban Area Committee members, and reports as needed to the Commission as a whole.

Adjournment

In closing, the assessment/facilitation team thanked the meeting participants and noted that the team will use the participants' input on vision and potential questions in crafting an interview strategy and protocol for the upcoming assessment.

Columbia River Gorge National Scenic Area

Urban Area Policy Assessment

Assessment Report

June 2015

OREGON CONSENSUS

WASHINGTON STATE UNIVERSITY

THE WILLIAM D. RUCKELSHAUS CENTER

UNIVERSITY OF WASHINGTON

Cover photo credits:
Left: Wildflowers over the Columbia River at Rowena Crest Viewpoint. Gary Halvorson, Oregon State Archives
Center: The Columbia River from Mitchell Point. Gary Halvorson, Oregon State Archives
Right: The view of the Columbia River from the Columbia River Highway east of Mosier. Gary Halvorson, Oregon State Archives
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This report was prepared by Oregon Consensus and the William D. Ruckelshaus Center, university-based centers whose mission is to serve as neutral resources for collaborative problem solving in the Pacific Northwest. The universities that house these programs support the preparation of this and other independent reports produced by their centers. However, the findings and conclusions in this report are solely those of Oregon Consensus and the William D. Ruckelshaus Center and may not reflect the views or opinions held by their universities or advisory boards.

The assessment team is deeply grateful to the many individuals who gave their time and energy to be interviewed and to otherwise inform this report.

Executive Summary

This report is the product of an assessment project undertaken by Oregon Consensus (OC) and the William D. Ruckelshaus Center (Center).[1] An Assessment Team from these two university centers for collaborative public policy was asked by the Columbia River Gorge Commission (Commission) to conduct an assessment to determine whether and how to engage parties with interests in the Columbia River Gorge National Scenic Area (NSA), and the urban areas within it, in the development of an urban area policy for the National Scenic Area. This effort is part of the continuing follow-up to the Collaborative Engagement Assessment previously conducted by the two university centers at the request of the Commission. That report was released in September 2012.[2] Follow-up efforts have also included collaborative capacity building activities within the Commission, and the convening of a focused collaborative process to advise the Commission on certain technical and policy issues related to establishing legal descriptions for the 13 designated urban area boundaries (UAB) within the NSA. (That collaborative process was known as the UAB Legal Descriptions process.)

To date, the team has interviewed 43 individuals from organizations with an interest in the NSA and its urban areas. These interviewees represent a wide range of interests and parties, including governmental entities. They were selected in a deliberate effort to obtain information from a diverse cross-

[1] Oregon Consensus (OC) is a program of the National Policy Consensus Center in Portland State University's Hatfield School of Government. OC is the state's program to provide neutral conflict resolution and collaborative public policy making services to Oregon's state agencies, local governments, and the public. The William D. Ruckelshaus Center (Center) is a neutral resource for collaborative problem solving in the state of Washington and the Pacific Northwest. The Center is a joint effort of Washington State University and the University of Washington, providing expertise to improve the quality and availability of voluntary collaborative approaches for policy development and multi-party dispute resolution.

[2] The Collaborative Engagement Assessment assessed opportunities for collaborative engagement by the Commission with the many parties interested in the NSA and identified issues that might be addressed through collaborative engagement or other approaches. The report relied on a similar interview process and concluded that there was potential for collaborative engagement in the NSA, but that success would depend on such efforts being deliberately informed, intentionally developed, and attentive to the capacity, commitment and credibility of the Commission in moving forward. The assessment recommended a sequential process of capacity building within the Commission, followed by a stepwise progression toward collaboration on strategically selected issues. The report noted that urban areas and their boundaries were among those most frequently identified by interviewees as issues of interest.

section of interests. The team began with a kickoff workshop with the Commission to gather input and ideas on how to structure the assessment. The team then designed an interview protocol to assess whether and how a collaborative process might be used to assist the Commission in developing a comprehensive urban area policy. The protocol also assessed the potential scope for such a policy. The subsequent interview process generated a great deal of information about interviewees' interests, their visions for the Gorge and its urban areas, and their views about the potential scope for an urban area policy. The interviews also illuminated the potential opportunity for using a collaborative process to assist the Commission in developing an urban area policy.

Key points that emerged from the interviews included the following:

- Many interviewees share a common vision for the NSA that includes economically vibrant communities thriving within a landscape of protected scenic, natural, cultural, and recreational resources.

- The interviews revealed multiple areas where community interests differed on issues, including: the desire for urban areas to grow and develop within their current urban area boundaries; the desire to maintain the rural character of communities in the face of increasing density to accommodate growth; and the interest in allowing (or not allowing) revisions to current urban area boundaries.

- Interviewees had questions or uncertainty about the extent of the Commission's authority within urban areas and the dimensions of and dynamics among the Commission's authority and jurisdiction vis-à-vis state and federal agencies or authorities.

- While interviewees largely agreed that any potential urban area policy from the Commission should address the process and criteria for determining whether an urban area boundary revision would be appropriate under the NSA Act, more diverse opinions emerged as to what other issues should be addressed by a Commission policy, if any.

- Interviewees were generally, if cautiously, supportive of a collaborative process to assist or advise the Commission if it were to develop an urban area policy. But many said they were waiting to see the outcome of the Urban Area Boundary Legal Descriptions (UAB Legal Descriptions) process before gauging the value of a

Commission-initiated collaborative process and determining their own willingness to participate.

Based on interview responses, the Assessment Team considered possible pathways for the Commission to develop urban area policy, including opportunities for collaboratively engaging Commission constituencies in the policy development. The Assessment Team concluded that there is an opportunity to move forward with collaboration on these issues, but there are several important considerations to be addressed before such a collaborative effort. This report suggests that the Commission may wish to consider doing the following to move toward collaborative engagement around the development of urban area policy:

- Follow up on the outcomes of the UAB Legal Descriptions process and resolve outstanding issues in order to demonstrate that the Commission acts on the outcomes of the collaborative processes in which it engages.

- Clarify (with other relevant agencies) and publicly communicate the scope and parameters of the Commission's authority (as a bi-state compact agency under the Columbia River Gorge NSA Act) with respect to the authorities of state, federal and tribal entities, and with respect to the activities of urban areas within the NSA.

- Commit to a broader and deeper engagement with urban areas within the NSA to build relationships, pursue a discussion that helps to reveal a common vision for urban areas within the NSA and the role of the Commission in actualizing that vision, and to inform the potential development of an urban area policy.

- In light of the Commission's limited resources and capacity, critically assess the priority of undertaking policymaking with respect to urban areas, and the appropriate scope of any such policymaking.

1. Overview and Background

The Columbia River Gorge region (Gorge) encompasses a diverse landscape with an array of natural assets, opportunities, activities, and communities. This landscape includes small and large business interests, such as agriculture and light industry, major transportation corridors and port facilities, and recreational and service sectors. The Gorge is home to many rural and urban communities, including 13 identified urban areas, and it holds special status for Native American tribes with treaty rights on the Columbia River. In addition, the Gorge boasts significant recreational assets including opportunities for hiking, biking, and a number of water-focused activities, along with diverse flora and fauna in a setting of spectacular scenery. These assets draw not only local residents, but also many visitors from far and near, including many from nearby urban centers like Portland and Vancouver, and from Native American communities in the Northwest.

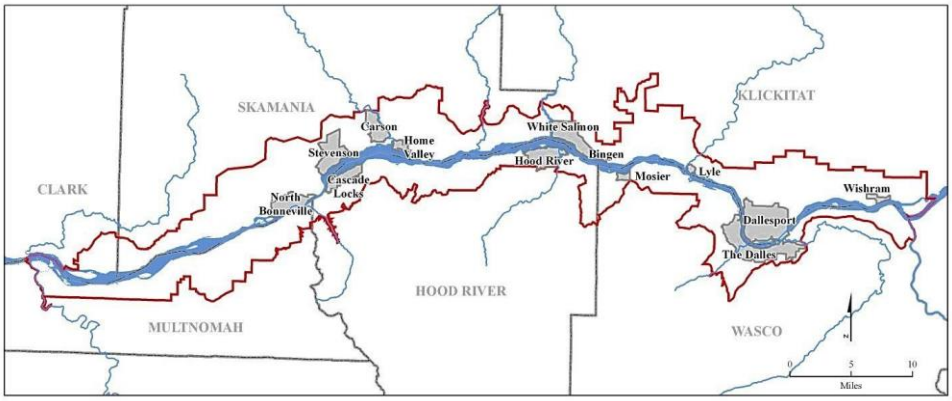
In 1986, Congress passed the Columbia River Gorge National Scenic Area (NSA) Act to:

- 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

- 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 consistent with [resource protection].

(Columbia River Gorge National Scenic Area Act, 16 U.S.C. § 544a (1986) (NSA Act or Act)

The NSA is categorized into three areas: Special Management Areas, General Management Areas and Urban Areas. The NSA is co-managed by 13 urban communities, six counties, the states of Oregon and Washington, the U.S. Forest Service, four tribal governments, and the Columbia River Gorge Commission (Commission).The Commission is an interstate compact agency



Columbia River Gorge National Scenic Area Map—Courtesy of the Columbia River Gorge Commission

authorized by the Scenic Area Act and by Washington and Oregon legislation. The Commission is funded equally by the two states. The Commission has 13 members: three each appointed by the governors of Oregon and Washington, one appointed by each of the six Gorge counties, and one (non-voting) representative from the U.S. Department of Agriculture's U.S. Forest Service (USFS).

In 2012….The report noted that urban areas and their boundaries were among the issues of interest most frequently identified by interviewees.

In 2012, at the request of the Commission, Oregon Consensus (OC) and the William D. Ruckelshaus Center (Center)—described collectively as the Assessment Team—completed a Collaborative Engagement Assessment intended to assess opportunities for the Commission to collaborate with the many parties interested in the NSA and to identify issues that might be addressed through collaborative engagement or other approaches. The report relied on information gleaned from numerous interviews with a diverse range of interested parties. The report concluded that there was indeed potential for collaborative engagement in the NSA, but that success would depend on such efforts being deliberately informed, intentionally developed, and attentive to the capacity, commitment, and credibility of the Commission. The assessment recommended a sequential process of capacity-building within the Commission followed by a stepwise progression toward collaboration on strategically selected issues. The report noted that urban areas and their boundaries were among the issues of interest most frequently identified by interviewees.

Following the release of that report, the Commission engaged in training and capacity building on how to initiate and navigate collaborative approaches to governance. It also strategically selected an issue to advance in a collaborative context. That led to the convening of a group to address a limited but important issue related to urban areas—resolving technical and policy issues affecting the determination of the precise location (or legal description) of NSA urban area boundaries.

That "Urban Area Boundary (UAB) Legal Descriptions Process" rolled out over the latter part of 2014 and early 2015. It engaged a broad plenary group of stakeholders interested in urban area boundaries, as well as a smaller technical group with expertise in issues related to boundaries and their implication for management, surveys, and legal descriptions. The group's final meeting summary outlined areas of consensus and areas where the group did not reach consensus. The group provided that summary to the Commission; action by the Commission on the issue is pending.

As the UAB Legal Descriptions Process was progressing, the Commission asked OC and the Ruckelshaus Center to initiate an assessment to determine

in more detail how to engage the Commission's constituencies in the development of a comprehensive urban area policy. The Assessment Team consulted with Commissioners and interviewed 43 individuals representing diverse interests in the Gorge urban areas.[3]

This report presents the following:

- An overview of the assessment process
- A summary of what the Assessment Team heard from the interviews
- The Assessment Team's analysis of interview responses
- A range of options for moving forward
- Recommendations regarding next steps for the Commission with respect to collaborative engagement around urban area policy.

2. The Assessment Process

The assessment process began with a kickoff workshop, to get ideas and input from the Commission. The Assessment Team then conducted interviews and had conversations with people who represent an interest in, or are familiar with urban areas in the NSA. Those interviewed included residents and landowners; federal, tribal, state, city, and county government; economic development interests; and nongovernmental organizations (see Attachment 1). The Assessment Team conducted some interviews in person and many by telephone. The team used a consistent set of questions (see Attachment 2, Assessment Interview Questions) as an initial guide for all interviews. The Assessment Team inquired of interviewees in three general areas: (1) vision for urban areas in the Gorge (their own and generally) and their vision for the Commission's role, (2) thoughts about the appropriate scope and focus of a potential urban area policy for the Commission, and (3) the potential for a collaborative process to be helpful in developing an urban area policy.

The sections below highlight key issues, ideas and concerns raised in assessment interviews, along with the Assessment Team's analysis and recommendations for whether and how an urban area policy might begin to take shape through a collaborative process.

[3] During this project, the Executive Director of the Gorge Commission, Darren Nichols, accepted a position with the William D. Ruckelshaus Center. In light of the Centers' interest in producing an unbiased third party report, the William D. Ruckelshaus Center and Oregon Consensus agreed not to involve Mr. Nichols in this project in any way.

3. What We Heard

3.1. Visions and Concerns

3.1.1. General visions for the NSA and urban areas, and the Commission's role

When asked about their vision for the NSA and the urban areas within it, most interviewees replied with sentiments similar to "economically thriving communities alongside protected scenic, natural, cultural, and recreational resources." Another common sentiment was that urban areas should retain their unique identities, while embracing a shared vision—a collaborative "community of communities."

Interviewees strongly encouraged the Commission to work as a collaborative, partnering agency and not to act as a regulatory agency. Part of that effort entails the Commission continuing to build and maintain relationships with communities. Many hope that the Commission can let communities "sit in the driver's seat" while developing and articulating a vision for the NSA, but that, ideally, the Commission will provide "collaborative leadership" by convening a transparent process and acting on the results.

Regarding the Commission's role, several interviewees expressed hope that the Commission can maintain what was described as a newfound balance in how it interprets and implements its mission. Specifically, many interviewees appreciate that the Commission in recent years has, in their estimation, moved from what was perceived as a single-minded focus on protecting and enhancing scenic, natural, cultural, and recreational resources to acknowledging and supporting the economic development component of the NSA Act's purposes.

When asked about their vision for the NSA and the urban areas within it, most interviewees replied with sentiments similar to "economically thriving communities alongside protected scenic, natural, cultural, and recreational resources." Another common sentiment was that urban areas should retain their unique identities, while embracing a shared vision—a collaborative "community of communities."

3.1.2. Concerns and perspectives related to urban areas

Concerns related specifically to the urban areas in the NSA centered on a few issues. While the majority of interviewees expressed confidence that tourism and recreation represent sizable economic drivers for the region, most voiced a desire for a diverse economy with living-wage employment opportunities. While some communities already enjoy diverse economies, others are uncertain about what specific industries or sectors would comprise a healthy mix of jobs for the Gorge beyond recreation and tourism. However, a few interviewees noted that communities' economic development plans or master plans could help shape the future employment base.

Interviewees also raised concerns about the availability of affordable housing for local residents, noting that area housing is growing scarcer and more costly in some areas. Potential reasons for this squeeze mentioned by interviewees included the increasing number of properties being purchased as second homes, investments and vacation rentals, as well as growth pressure stemming from migration to the area as a response to climate change (and drought in the southwest).

While there were common themes among interviewees related to urban areas, the interviews also revealed some key differences:

- Some interviewees believe that economic prosperity and growth can be sustained within NSA communities without the need for any physical expansion of the urban area boundaries; others hold that some cities truly need the ability to expand.
- Some parties expressed support for density and infill, encouraging urban areas to "grow upwards" instead of outward; others opposed tall buildings and conveyed appreciation for the rural, small-town character of most current urban areas.
- Many interviewees see the NSA as an asset to communities because it brings tourist dollars and preserves the scenic beauty of their surroundings; others view the NSA and the restrictions it carries as an impediment to the urban areas and economic development.

3.2. Commission Authority and Capacity

3.2.1. Authority in general

Interviewees raised many questions about the Commission's authority with respect to urban areas in the NSA. But interviewees also expressed general uncertainty about the authority and jurisdiction of the Commission as

compared to the state, federal and tribal entities with governance roles in the Gorge region. For example, interviewees expressed uncertainty regarding the relationship of the authority granted to the Commission by the interstate compact and NSA versus state and federal laws and the agencies that administer those laws. Some interviewees said they thought the Commission's NSA authority trumps state law, but that clarity on this point is lacking. In particular, interviewees wondered how apparent inconsistencies between NSA requirements and Oregon/Washington land use laws should be resolved.

3.2.2. Authority in urban areas

Many interviewees interpret the Commission's role in urban area policy as minimal, outside of the specific language in Section 4(f) of the NSA Act that authorizes the Commission to make "minor boundary revisions." Some interviewees specifically stated that the Commission would be trying to insert itself where it has no role if it attempted to develop a "comprehensive urban area policy." Some interviewees firmly hold that the Commission has ***no*** authority in urban areas except as related to approving "minor boundary revisions".[4] Multiple interviewees expressed the belief that the Commission holds responsibility and jurisdiction only over managing the NSA, with some interviewees specifically referencing the General Management Areas therein (as opposed to Special Management Areas, which lie under USFS authority). Some interviewees were particularly upset by what they described as a relatively recent effort by the Commission to intervene in an "unhelpful" way in regard to a project (Gorge Bike Hubs) that the interviewees perceived to be strictly a matter for the urban areas involved, and of no concern to the Commission.

Interviewees who felt that the Commission might have some additional role in making policy that addresses activities inside the urban areas nevertheless raised questions as to the scope of that authority, wondering if it is specifically articulated under either the NSA Act or the interstate compact. These questions focused on circumstances where the Commission might have authority to address an internal urban-area activity because of an actual or potential impact outside the urban area.

[4] This sentiment was also noted during the original Collaborative Engagement Assessment. (See Collaborative Engagement Assessment Report, p. 15).

3.2.3. Commission capacity, priorities, and trust

Many interviewees noted that the Commission's resources are significantly limited. They specifically cited a backlog of land use permits in questioning whether the Commission has enough capacity to make urban area policy-making a priority right now.[5] Some interviewees were concerned that a collaborative approach to that policy making could be lengthy, burdensome, and require significant staff time for information gathering and analysis to support collaborative decision-making efforts.

Some interviewees were unsure that they could trust the Commission to fulfill the promise of a collaborative effort until they see the Commission follow through and make appropriate use of the results of the UAB Legal Descriptions process.

While the perception that the Commission has renewed its attention to economic development and begun to focus on collaborative engagement has enhanced its standing among most interviewees, trust remains an issue. Interviewees noted that it takes time to build trust, and missteps can be costly. (Some characterized the manner of the Commission's engagement on the Gorge Bike Hubs project as a misstep.)

While the perception that the Commission has renewed its attention to economic development and begun to focus on collaborative engagement has enhanced its standing among most interviewees, trust remains an issue. Interviewees noted that it takes time to build trust.

A few interviewees raised general concerns about the Commission, suggesting that they perceived behind-the-scenes politicking and a lack of transparency. The belief by some people that certain parties have outsized or inappropriate political leverage with the Commission was also cited as a reason why some interviewees don't fully trust the Commission. Underlying these trust issues is the perception among some parties that the Commission does not have legitimate authority, or is an unnecessary extra layer of bureaucracy.

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[5] Indeed, the recent Assessment of Organizational Capacity (2014) conducted for the Commission states, "CRGC staff is under-resourced and has been since its inception." (See *Columbia River Gorge Commission: An Assessment of Organizational Capacity*, p. 4)

3.3. Appropriate Scope for an Urban Area Policy

3.3.1. Scope in general

Interviewees articulated a range of opinions on the appropriate scope for an urban area policy. The various perspectives are briefly summarized here and described in greater detail in the sections below. Most participants in this assessment agree that an appropriate role exists for the Commission to articulate a process and criteria under which urban area boundary revisions might be considered. While some see limited authority under the NSA Act (i.e., boundary revision process only), others see an opportunity for the Commission to do good—to be helpful in regional urban area issues by specifically looking at issues that span multiple urban areas (e.g. transportation, emergency services). Most interviewees see a limited role for the Commission in internal urban area management.

Interviewees suggested that a potential Commission urban area policy should reflect the balance, articulated in the Act, between resource protection and community and economic development. Multiple interviewees also suggested that the policy be grounded in a shared vision for the urban areas and the NSA, including metrics for success.

Interviewees uniformly reported that the Commission needs to articulate policy related to the process and criteria for allowing revisions to urban area boundaries. For some, it was less important what the process was, so long as there was a clear path to an answer about a requested boundary change—even if that answer was "no."

3.3.2. Urban area boundary revision process

Interviewees uniformly reported that the Commission needs to articulate policy related to the process and criteria for allowing revisions to urban area boundaries. The NSA Act, Section 4(f) provides that the Commission, upon application of a county and in consultation with USFS, "may make minor revisions to the boundaries of any urban area" subject to certain voting requirements and other criteria. Those additional criteria require that the Commission find, among other things, that:

- A "demonstrable need" exists to accommodate growth needs consistent with the NSA management plan, and

- A revision would result in "maximum efficiency of land uses" in and around the urban area.

Interviewees were generally clear in their opinion that the Commission should articulate a well-defined process by which an urban area (and the relevant county) could seek such a revision. Such a process should include, they suggested, timelines and clear requirements for information submission. In addition, interviewees wanted the Commission to clarify how it would interpret certain language in the Act, including the terms "minor revision," "demonstrable need" and "maximum efficiency of land uses."

For some, it was less important how the terms were defined or what the process was, so long as there was a clear path to an answer about a requested boundary change—even if that answer was "no." But the support for having some sort of clear process and criteria for obtaining a determination was near-universal.

Opinions were more diverse regarding what the criteria or process should be, but fewer interviewees commented on those particulars than commented on the need for a process and criteria. A few interviewees suggested, for example, that the definition of a "minor" revision should be determined on a percentage basis, but it was not clear to what percentage they were referring (e.g., a percent increase in the urban area, percent decrease in NSA general management area, or some other percentage), nor did they suggest what the threshold number might be. This lack of specificity suggests more of a focus on the need for a process to respond to requests for boundary changes and somewhat less concern about what the process should be.

There were other suggestions about ways to think about "minor" boundary revisions. Some Oregon interviewees felt that the process should be consistent with the requirements of Oregon land use law (including, for example, requirements regarding developable land inventories, housing, infrastructure, and reserves). Another suggestion was to allow revisions that connect existing urban areas to lands outside the Scenic Area. Some interviewees suggested the Commission should approach the issue with flexibility, use the best science and information available, and look for win-win scenarios with respect to boundary revisions. A few interviewees also suggested considering a multi-city or even a cross-river approach when assessing the need or opportunity for growth and boundary revisions. They suggested this could provide smaller communities with options typically available only to bigger communities. The notion of looking across the river or to another neighboring town for solutions to growth needs did not, however, resonate with all interviewees.

3.3.3. Other potential subject matter

Among interviewees who saw a further role for the Commission in articulating policy about urban areas were some who felt an urban area policy might clarify the Commission's role and authority relative to other government entities. By clarifying its role, the Commission might be able to

establish a collaborative, or at least coordinated, relationship with the state and federal agencies, and might clarify the circumstances where the Act authorizes the Commission to engage in an internal urban-area matter that might have impacts outside the urban area with respect to the scenic, natural, cultural, or recreational resources of the NSA. But even among those who see a potential role for the Commission in such matters, there is a strong sense that the Commission should avoid "disingenuous reaching."

Some interviewees offered a more expansive view of what might be offered in an urban area policy. These interviewees saw it as an opportunity for the Commission to provide planning or management tools and assistance to the urban areas and to support economic development and growth within existing urban area boundaries. Some also suggested the policy might coordinate with locally-developed economic development plans and master plans, and help leverage federal funding.

Some interviewees saw the policy as a vehicle for fostering communication and promoting collaboration across urban areas, across the river, and across states on issues such as transportation, infrastructure and emergency services. More generally, they saw the policy as an opportunity to help support a regional "community of communities."

During the assessment process, tribal housing and access concerns were raised as examples of issues that the Commission, in partnership with the tribes, might want to consider in relation to an urban area policy. Other input suggested that, in working on urban area policy, the Commission may also want to factor in issues related to reservation and treaty lands, as well as in-lieu sites and access, protection of cultural resources, and more generally the interests of tribal communities and tribal people living inside the scenic area.

3.4. Use of a Collaborative Approach

3.4.1. In general

Most interviewees supported the idea of some sort of collaborative process to assist the Commission in developing urban policy, even interviewees who saw only a limited scope for such a policy. Interviewees, some of whom were very familiar with or participated in the UAB Legal Descriptions process, stated that the process was a good model for future collaboration with the Commission. They noted that the group worked through and reached agreement on challenging issues and outlined their differences on other issues. Nevertheless, some interviewees were cautious with their support of a collaborative process, noting that they were waiting to see the Commission's response to the outcomes of the UAB Legal Descriptions process.

Even in the absence of Commission action on the UAB Legal Descriptions process in the short term, most interviewees would engage in a collaborative process around urban area policy if asked, although interviewees frequently suggested that any such effort begin with small steps and build up gradually. Some interviewees observed that collaboration can be slow and unwieldy at times, and any collaborative effort should avoid getting bogged down in process.

3.4.2. Interviewee process suggestions

Interviewees offered thoughts about how any collaborative process should be structured, initiated, and conducted. Those suggestions are summarized in the bullets below.

Interviewees offered the following suggested actions in preparation for or at the outset of a collaborative process:

- *Good Faith*—demonstrate follow-through on collaboration by completing the UAB Legal Descriptions Process

- *Engagement with Urban Areas*—start with improved direct communication and engagement by the Commission (and individual Commissioners) with the urban areas. Interviewee suggestions included having Commissioners attend city council meetings.

- *Desired Outcomes and Sideboards*—articulate the purpose, goals, and desired outcomes and sideboards for the process.

- *Authority*—clarify relative authority between the Commission and state and federal agencies.

- *Vision*—begin with a shared vision for the community and NSA to guide the process. For some, this meant conducting a true NSA-wide visioning process before developing an urban area policy and making an effort to gain agreement on basic elements of a policy.

- *Neutral Facilitation*—engage neutral, knowledgeable third-party process support and facilitation.

- *Participation*—ensure that key parties are engaged, for example:

    - Tribes—build these relationships

    - USFS—needs to "step up" and participate, be more transparent

Most interviewees support the idea of collaboration on urban area policy, but some suggested the Commission could take direct action by issuing a draft policy, conducting public outreach and education…[and] inviting public comment.

Interviewees identified the following elements as important in conducting a collaborative process:

- *Interest-Based*—focus on interests, not positions or individual agendas

- *Commission Participation*—the Commission should participate without "throwing elbows"—in good faith and collaboratively

- *Education*—start with information-sharing

    - Facts and interests—develop common understanding and agreement

    - Should include common understanding of, and agreement on, Commission and interstate compact authorities, responsibilities, etc.

- *Consensus*—strive for consensus, but where consensus is not possible, identify issues and alternative viewpoints

- *Follow-through*—the Commission needs to follow through on outcomes from the process

3.4.3. Direct action by the Commission

Most interviewees support the idea of collaboration on urban area policy, but some suggested the Commission could take direct action by issuing a draft policy, conducting public outreach and education to explain the process for revising urban area boundaries, inviting public comment on the draft policy, and then refining and issuing the policy and the rationale behind the policy.

4. Analysis and Recommendations—Options for Moving Forward

Building on what we heard from interviewees, the Assessment Team has considered possible pathways forward for the Commission to develop urban area policy—including opportunities for collaborating with Commission constituencies during policy-making. In so doing, the Assessment Team has considered factors that may either support or undermine the likelihood of successful collaboration. In addition to input from interviewees, the Assessment Team also considered the current status of Commission resources and capacity. The Assessment Team has strived to identify the full range of options, but limited its recommendations to opportunities that appear realistic or timely in light of current conditions.

The Commission has expressed strong interest in using collaborative engagement techniques in addressing urban area policy issues. This may well prove to be the most viable and constructive path forward for some or many such policy issues. But in light of what the Assessment Team heard from interviewees and others, it appears there is also a role for more direct action by the Commission. In some cases, such action may simply be a more efficacious approach to resolving an issue. In other cases, as we discuss below, action or effort by the Commission may be a necessary prerequisite to effective collaborative engagement with interested parties. The actions identified below will lay a crucial foundation for future work, ensure the Commission is fully prepared to engage collaboratively and effectively with its constituencies, and ensure that necessary third parties are also prepared to engage constructively.

4.1. Steps Needed before Developing an Urban Area Policy

Myriad dynamics play out among federal, state, county, municipal and tribal entities, and other stakeholders in the Gorge NSA. Economies and communities are evolving. Such a dynamic environment is challenging, but also presents an opportunity for the Commission to "get out in front" and show leadership on issues related to urban areas as appropriate to the Commission's scope of authority, interest and influence. In order to command the necessary approbation and apparent authority to lead on these issues and in order to ensure successful collaboration, the Commission should, the Assessment Team believes, undertake several tasks to set the foundation for any potential urban area policy development. We believe most or all of these tasks can be undertaken simultaneously over the next 18-24 months.

The Assessment Team recommends the following preliminary tasks, which are discussed in more detail below:

- Resolve issues that came out of the UAB Legal Descriptions process in order to demonstrate that the Commission acts in good faith in response to collaborative processes;

- Clarify (with other relevant agencies) and publicly communicate the scope and parameters of the Commission's authority (as a Bi-State Compact agency under the NSA) with respect to authority of state, federal and tribal entities, and with respect to the activities of urban areas within the NSA;

- Commit to broader and deeper direct engagement with urban areas within the NSA to:

    - Build relationships
    - Pursue dialogue toward a common vision for urban areas within the NSA and the role of the Commission in actualizing that vision
    - Inform the potential development of an urban area policy; and

- Critically assess the Commission's resources and capacity for undertaking policy making and determine the appropriate scope of any such policymaking effort.

Follow through on the UAB Legal Descriptions process.
Interviewees expressed a desire for the Commission to demonstrate a good faith effort to use the collaboration outcomes from the prior UAB Legal Descriptions process before initiating a subsequent collaborative effort. The Commission could address this concern by, for example, accepting and implementing the consensus recommendations from the UAB Legal Descriptions process through appropriate action by the staff, counsel and the Commission. The Commission could demonstrate further good-faith by considering and deciding issues on which the UAB Legal Descriptions group

did not reach consensus, with an articulation of how the work of the group informed the Commission's decisions.

Action by the Commission to finalize UAB Legal Descriptions would provide the additional benefit of establishing a definitive baseline for the urban area boundaries, critical to any further policy-making on urban areas.

Clarify and publicly communicate the scope of Commission authority relative to federal, state, and tribal authorities and agencies.

There is no question that the legal and jurisdictional landscape in the Gorge is complex. Many interviewees expressed puzzlement or frustration at the lack of clarity about how the various authorities interrelate. Even among those who purported to understand how apparently overlapping authorities would be resolved in some instances, it was clear that not everyone was of the same opinion.

Issues around urban areas in the NSA, including the circumstances under which an urban area boundary (and in Oregon, an urban growth boundary) may be revised or expanded, are prime examples of where clarity around relative authority and process is both crucial and lacking. People want to know which entity (USFS, Commission, Oregon Department of Land Conservation and Development, Washington Department of Commerce, or some other entity) has authority on what issues in which areas. However, a broadly-engaging collaborative process may not be the best path to clarity. What a collaborative group might agree on could be far different from what the law actually requires, as determined by the appropriate courts. A more effective approach in this circumstance is for the Commission, the states, tribes and federal agencies to set forth their agreed-upon understanding of their relative authority.

People want to know which entity (USFS, Commission, Oregon Department of Land Conservation and Development, Washington Department of Commerce, or some other entity) has authority on what issues in which areas.

Interviewees made clear that, once authority is clarified, it needs to be clearly and publicly articulated. Ideally, this would be done by all the involved entities—for example, by signed letter, agreement or another tool. While people primarily expressed confusion about the role of state land use law in Oregon and Washington, it may make sense to engage in a broader dialogue to gain agreement between the Commission, the two states, USFS, and potentially the tribes about roles and authorities. This agreement process would ideally be followed by a public outreach effort.

After clarifying the scope of Commission authority on urban area policy relative to state land use law and other government entities, the Commission can assess the appropriate extent of its involvement in developing urban area policy, beyond the hoped-for clarification of a potential boundary revision process, and can help determine sideboards for collaborative policy making.

Commit to a broader and deeper engagement directly with urban areas and tribes.

Based on the input provided during this assessment, we suggest the Commission would benefit from demonstrating its commitment to collaboration by building or strengthening relationships in local communities by engaging with those communities to discuss their vision for the role of urban areas in the NSA and the role of the Commission in attaining that vision. Such engagement would be vital to the success of any potential collaborative process for developing an urban area policy.

The Commission can accomplish this engagement in a variety of ways. One approach, suggested by one of the interviewees, would be to have individual Commissioners (two or three together) attend the city council meetings for all the urban areas on an occasional or rotating basis over the next 18 months or so. While the Commission does a good job of moving its monthly meetings to various locations around the Gorge, often in urban areas, the meeting agendas are full and there is only a brief, formal opportunity for the local host community to provide a welcome or other statement. Visits to council meetings would provide the opportunity for learning what issues are in current focus in those communities and would allow for more meaningful dialogue about each urban area's vision for its future within the NSA. It would also help build personal relationships and put a "face" on the Commission. Another approach that could prove useful might be to invite input from local communities at a limited series of dedicated Commission listening sessions.

While committing to broader and deeper engagement with urban areas, it is also important to continue engaging directly with the Columbia River tribes. Although not necessarily involved directly in urban area management, the interests of tribal people living in the Gorge and the National Scenic Area may intersect with urban interests with respect to issues such as in-lieu sites, river access, cultural resources, and housing. The Commission has ongoing government-to-government engagement with the tribes, and it may be beneficial to bring urban area policy issues into those ongoing interactions.

If time or resources are not available for in-person efforts, input could be gathered by online surveys or other public outreach techniques, but that approach would forego important relationship-building opportunities. These process suggestions are consistent with the spirit of policies established in the Management Plan that focus on building partnership with communities and developing a "vision of the Gorge as a region." As the individual visions emerge for the urban areas, the Commission can work to knit those visions together and ultimately articulate an integrated vision for the community of communities. Beginning to develop that type of integrated community vision, and being able to articulate that vision as a backdrop for policy making, is a necessary step in preparing for any collaborative process for developing an urban area policy for the NSA.[6]

Critically assess the priority and timing of urban area policymaking in light of resources and capacity.

Undertaking policymaking with respect to the Commission's role in urban areas—whether accomplished through some sort of collaborative process or otherwise—is no small undertaking. It will require a substantial investment of staff time and resources as well as the time and attention of the Commissioners. The Commission must examine its capacity and resources and determine whether it is willing and able to make the commitment and at what scope and scale. While this assessment focused specifically on urban area policymaking, interviewees drew connections with several related issues, such as recreation. It will be important for the Commission to consider urban area policy in the context of related and overlapping issues.

Finally, it is worth noting that the Commission is in the process of hiring an executive director and a planner, and that the capacity to undertake major projects may be enhanced once these positions are filled.

By completing the preliminary steps outlined above, the Commission would be well-positioned to take action on an urban area policy. The next section outlines steps that could be taken to develop urban area policy either through collaborative engagement or direct action by the Commission.

4.2. Collaborative Engagement Approach

By completing the prerequisites described in section 4.1 above, the Commission will likely establish the necessary conditions for a successful collaborative effort. The Assessment Team offers the following suggestions for effective collaborative engagement:

Specific suggestions for how the Commission can structure a collaborative process on urban area policy.

- Start with a discrete issue (or set of issues) for the greatest chance of success.

[6] A significant amount of effort has gone into developing and agreeing on a vision for the Gorge. Examples of previously-developed vision statements for the Gorge NSA are compiled in Attachment 3.

- Develop a clear delineation of the purpose, goals, desired outcomes, and sideboards for the process.

- Follow standard best practices for collaborative policymaking; for example:

    - Arrange for skilled, knowledgeable, neutral facilitation.
    - Make sure key parties are engaged, including the USFS.
    - Focus on interests, not positions or agendas. Identifying common interests lays the groundwork for generating policy options that might gain the support of all parties.
    - Ensure that all parties commit to participate in good faith, with a truly collaborative approach—listening and open to the needs and interests of all other parties.
    - Start with information-sharing, with data provided by an agreed-upon source. Participants should work to develop a common understanding of, and agreement on, the facts.
    - Strive for consensus (and clearly define what is meant by "consensus" and how it will be confirmed). Where consensus is not possible, work to identify issues, alternatives, and viewpoints.
- Lay the groundwork for constructive collaboration with key parties by building (or continuing to build) relationships with tribes in the NSA.

Scope of an urban area policy in a collaborative process.

Most interviewees who expressed support for a collaborative approach to developing urban area policy, suggested the Commission start small and first undertake a narrowly-focused rulemaking to establish a clear process and criteria for any potential urban area boundary revision (as authorized in §4 of the National Scenic Act and recognized in Chapter 1 of the Management Plan). It probably does make sense to keep the scope of an initial collaborative effort narrowly focused on a particular issue, and certainly the boundary revision process is a well-defined issue area in which there is a lot of interest. However, addressing the boundary revision process, although it presents a narrow focus, will nevertheless not be a "small" step in any sense. The issue has been contentious in the past and will likely engender strong feelings again on all sides of the issue. But a well-structured, facilitated process where the participants genuinely articulate and address their interests, and not simply their positions, stands a good chance of fostering consensus on the issue, particularly if the process is informed by some sort of guiding vision for urban areas in the Scenic Area.

Of course there will be some parties who have an interest in the status quo (where the path to a decision on a boundary revision decision is unclear at best and impassable at worst), but if the process is well structured and the sideboards and outcomes clearly articulated, a skilled facilitator can keep the process moving forward. And if consensus cannot be achieved, the process will nevertheless provide the Commission with a clear outline of the options and the arguments for and against those options. Either way, the Commission will be well prepared to take action following the effort. Similar to the urban area boundary legal descriptions process, after a discrete agreement-seeking phase it will be important for the Commission to follow through on outcomes from the process to reward the trust and effort of the involved parties.

Once the collaboration on a potential urban area boundary revisions policy has been completed, there is a possibility to continue collaboration—if parties are interested—to develop a broader urban area policy. Some interviewees suggested that urban policy could consider elements such as inter-urban coordination and transportation. As noted, the Commission might also coordinate with tribes on issues related to Native American settlements. Ideally, the collaborative effort might build on the aforementioned vision—perhaps through a series of community meetings—and eventually, the participants can collectively articulate a policy that supports and fosters those outcomes.

4.3. Direct Commission Action

As noted above, most interviewees support the idea of collaboration on urban area policy, but some suggested the Commission could take more direct action. For example, as some interviewees suggested, the Commission could seek some advance public input and then initiate formal rulemaking on urban area boundary revisions. The Commission could essentially outline a policy specifying the "critical path" elements a municipality would have to demonstrate in order to pursue a revision of its urban area boundary. The Commission could then engage in public outreach and education to explain the process for revising urban area boundaries, as well as the rationale behind the policy. The Commission could also act on its own to develop and adopt a vision for the urban areas within the Gorge to guide a subsequent collaborative process. Direct action does not eliminate the option to pursue a collaborative approach further down the road.

Once the process for revising urban area boundaries has been established, the Gorge Commission could take action on other components of an urban

area policy. This effort might again be preceded by some advance public comment to gather input on what the interested and affected parties would like to see in a Commission urban area policy, to guide the development of the proposed policy. The Commission could also determine and outline specific elements designed to help a collaborative group discuss and agree on the overall policy (e.g. certain criteria for key issues or terms, or sideboards to make discussions manageable and discrete).

This path of direct action and public involvement is certainly consistent with the policies and duties of the Gorge Commission established in the Management Plan. According to the policies governing the revision of urban area boundaries, the Commission shall adopt rules related to the revisions of Urban Area Boundaries, consult with the Secretary of Agriculture on a proposed change prior to a public hearing, and adopt procedures for urban area boundary hearings. The Management Plan also outlines procedures in order to "provide for and consider a variety of viewpoints in decision making; encourage an informed public; and consult and coordinate with other governmental jurisdictions."

The advantages of direct action are largely associated with efficiency. Collaborative efforts can be time and resource intensive—and can ultimately result in the same outcome or decision as direct action. Even after a collaborative process, the Commission will still have to go through its formal public process to actually adopt the new rules. What is lost using a direct action approach is the opportunity to build relationships with affected parties, generate investment in the outcomes of the process by most or all who participate, and benefit from the collective perspectives, insights and wisdom of the collaborative group. Many interviewees seemed to believe that any policy, whether collaboratively developed or not, would be likely to face a challenge in court, but that possibility is at least diminished if the parties most likely to litigate are engaged in a process where their needs are valued and met to the greatest extent possible. Even if litigation does follow, having engaged in a collaborative process in addition to formal rulemaking may further bolster the Commission's ability to demonstrate that it acted reasonably and may be given deference by a court.

5. Conclusion

This report recommends the Commission take several important precursor steps to establish favorable conditions for a constructive urban area policymaking effort before pursuing a collaborative or direct-action policymaking process. With these steps (articulated above) executed,

including progress toward a long-term vision for the NSA and the urban areas within it, the Commission can respond to a clear desire among constituents for certainty around a process or criteria for potential urban area boundary revisions as authorized in Section 4f of the NSA.

Oregon Consensus and the William D. Ruckelshaus Center are pleased to submit this report to the Commission, and hope these results help decision-makers and other interested parties determine whether or not to proceed with a collaborative process—including potential issues, outcomes, concerns, challenges, participants, design and facilitation—as well as alternative ways to proceed, if a collaborative process is not pursued. For any questions, please contact Oregon Consensus at 503-725-8200 or the Ruckelshaus Center at ruckelshauscenter@wsu.edu, 206-428-3021 or 509-335-2937.

Attachment 1: Contact/Interview List

The Ruckelshaus Center and Oregon Consensus interviewed or otherwise obtained input from the following entities in preparing this report:

Columbia River Gorge Commission

Conservation Interests:

- Friends of the Columbia Gorge
- Futurewise

Economic Development Interests:

- Klickitat County Economic Development Council
- Mid-Columbia Economic Development District
- Skamania County Economic Development Council

Federal Agencies

- US Forest Service

Local Governments

- Communities
  - Bingen, Washington
  - Cascade Locks, Oregon
  - The Dalles, Oregon
  - Hood River, Oregon
  - Mosier, Oregon
  - North Bonneville, Washington
  - Stevenson, Washington
  - White Salmon, Washington
- Counties
  - Hood River County, Oregon
  - Klickitat County, Washington
  - Multnomah County, Oregon
  - Skamania County, Washington
  - Wasco County, Oregon

Ports

- Port of Cascade Locks
- Port of The Dalles
- Port of Hood River
- Port of Klickitat
- Port of Skamania

State Agencies

- Oregon Governor's Office
- Oregon Department of Land Conservation and Development
- Oregon Department of Transportation
- Washington Governor's Office

- Washington Department of Commerce/Growth Management Division
- Washington State Legislature
- Washington Department of Transportation

Tribal Entities

- Columbia River Inter-Tribal Fish Commission
- Confederated Tribes of the Umatilla Indian Reservation
- Yakama Nation

Attachment 2: Assessment Interview Questions

Background

The Columbia River Gorge Commission wishes to explore opportunities to collaboratively engage its constituents in developing a comprehensive regional urban area policy in the Columbia River Gorge National Scenic Area. The Commission has asked our University-based centers to help them determine how best to engage stakeholders in developing urban area policy for the Columbia River Gorge National Scenic Area. The Oregon Consensus Program, located at Portland State University; and the William D. Ruckelshaus Center, a joint program of Washington State University and University of Washington, are both neutral forums for resolving public policy issues. The Centers will be conducting interviews with representative parties from throughout the Gorge National Scenic Area to explore whether and how a collaborative process might be convened.

Interview Questions

Background

1. Please tell us about your background and involvement with respect to urban area policy for the Gorge National Scenic Area (NSA).

2. Looking at the Gorge National Scenic Area (NSA) as a whole, how will you know urban area policy has been successful for the NSA? (25/50/75 years …) How can an urban area policy help serve the purpose and goals of the NSA?

3. Are there challenges or barriers to developing an urban area policy? Do you have suggestions for how to address these challenges?

Scope

4. What should be the scope of an urban area policy – what matters or issues should be addressed in an urban area policy? If these areas were addressed, what outcomes would you see? Are there matters or issues that should ***not*** be addressed in an urban area policy?

    a. Is there common ground on any urban area issues **or** are there any policies that you think would meet multiple interests? How would other interested parties in the NSA be affected by those approaches/outcomes?

Potential for a collaborative approach

In a typical collaborative process, stakeholders are brought together as a group to share perspectives, define issues, identify interests and common ground, generate options for addressing issues, and seek agreement.

5. Do you feel there is potential for using a collaborative process to help inform the Commission as they develop an urban area policy for the NSA? If so, would you or your organizations be interested in participating? Are there challenges or barriers? If so, do you have suggestions for approaches or processes that could be used to help develop an urban area policy?

6. If the Commission were to move forward with a process for developing an urban area policy for the scenic area what do you see as the first steps?

Other funding or resources

7. Do you have any ideas for other funding opportunities or other resources available to support such a process?

Wrap-up questions

8. Is there anyone else you think we should be interviewing? Why is it important to speak to him/her?

9. What should we have asked that we did not? Do you have any questions for us?

Attachment 3: Existing Language Related to Columbia Gorge NSA Vision, Mission, etc.

Columbia River Gorge National Scenic Act[7]: 1986, as amended through 2003
"The purposes of sections 544 to 544p of this title are – (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)" § 544a Sec. 3.

Columbia River Gorge Commission[8], 1987
Mission Statement: "The Columbia River Gorge Commission's mission is to establish, implement and enforce policies and programs that protect and enhance the scenic, natural, recreational and cultural resources of the Columbia River Gorge, and to support the economy of the area by encouraging growth to occur in existing urban areas and allowing economic development consistent with resource protection."

Management Plan[9]: Revised version, adopted by the Gorge Commission in 2004.
A vision of the Columbia Gorge: "The Columbia River Gorge is an area of worldwide importance, where scenic qualities and diverse landscapes, together with their natural and cultural components, are paramount, where development and recreation are carefully placed in a manner that protects resources, where the human presence is lightly demonstrated, and where lessons from the past are a constant guide and inspiration for the future. To achieve this vision the Columbia River Gorge Commission will provide: stewardship of this legacy and trust, leadership for implementation of the National Scenic Area Act and the Management Plan, partnership with communities, tribal governments, and agencies, and a vision of the Gorge as a region and the river as a bond." 1988, p 3

"The Scenic Area Act recognizes the human presence amidst a spectacular landscape with remarkable natural resources and presents a model for reconciliation between them. The reconciliations lies in Congress's different treatment of Urban Areas from the rest of the Scenic Area. The vision calls for prosperous cities and towns in the Gorge. … [Urban Areas] may expand over time, even at some cost to scenic, cultural, natural, or recreation

[7] http://www.gorgecommission.org/client/pdfs/act.pdf
[8] http://www.gorgecommission.org/
[9] http://www.gorgecommission.org/managementplan.cfm

resources. However, they must grow efficiently to minimize costs of growth and to function as providers of services. In short the vision tips the balance toward development in the Urban Areas." p. 4

"Outside Urban Areas, the vision calls for protection of the grandeur of one of America's great landscapes. Standards in the Scenic Area Act require protection and enhancement of scenic, cultural, natural, and recreation resources. Development is welcome, but it must not adversely affect these resources or interfere with the prosperity of the Urban Areas. In short, outside the Urban Areas, the vision tips the balance toward protection and enhancement of Gorge resources. This vision paints a picture far from devoid of human enterprise outside of Urban Areas." p. 4

"The Management Plan envisions healthy populations of sensitive plant and wildlife species throughout the Gorge, accomplished by protecting and enhancing their habitat. It will stem the loss of habitat. Buffers will keep conflicting development a safe distance from sensitive plants, wetlands, and riparian areas. Regulation of density will limit the cumulative effect of development to acceptable levels. A "no loss" policy in the SMA (except in limited circumstances) and a "no net loss" goal in the GMA will curb the loss of wetlands." P. 5

Future Forum,[10] 2008

"We envision:

- Strong, healthy communities. Each distinct in its people, places and local identity, yet sharing common qualities and values that unite our region and its hopes for the future.

- Dynamic local economies. Building on our traditional strengths and resources to create new opportunities for year-round, sustainable, locally based employment.

- A sustainable environment. Where people prize our region's beauty, steward and protect its natural resources, and strive to minimize their impact on its natural systems.

- Vibrant, livable places. Where growth is well-managed, urban development is concentrated, and local communities enjoy a rewarding quality of life.

[10] http://www.gorgecommission.org/futureforum.cfm

- Balanced, accessible transportation. Connecting our region and allowing people and goods to move safely, efficiently and conveniently with minimal environmental impacts.

- Thriving education and arts. Where learning and creative expression nurture our youth, prepare us for employment, broaden our cultural horizons and enrich our daily lives." p. 27

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