
Introduction

God shaped these great mountains round about us, and lifted up these mighty domes... He fashioned the Gorge of the Columbia, fixed the course of the broad river, and caused the crystal streams both small and great, to leap down from the crags and sing their never ending songs of joy.

Samuel Lancaster, 1915

The Columbia River Gorge is a national treasure. It contains an unparalleled combination of scenery, geology, plants, wildlife, and multicultural history. In November 1986, Congress recognized the world-class significance of the Gorge when it passed the Columbia River Gorge National Scenic Area Act. The proceedings and debates of the 99th Congress capture this significance:

"The Columbia River Gorge is a spectacular canyon where the Columbia River cuts through the Cascade Mountains and divides the States of Oregon and Washington. It includes abundant natural resources, including dramatic waterfalls and geologic formations." (*Congressional Record*, Senator Gorton)

"The Gorge, in itself, is an extremely important geological feature. . . . The Columbia River cut its way through the Cascade Range by eroding a 60 to 70 mile long, almost straight gorge with sharply raising escarpments of up to 3,000 feet above a river that ranges from 1/4 to 1-1/2 miles in width. . . . The Cascade Range affects climate, flora, and fauna in the region. The climate varies considerably from one end of the Gorge to the other. The western end of the Gorge has a mild, moist climate,

while the eastern end has wide temperature ranges and approaches a semiarid condition." (*Congressional Record*, Representative Vento)

"Many threatened and endangered species of fish and wildlife live there. Tributary streams of the Columbia River within the Columbia Gorge contain important anadromous fish resources. . . . The fantastic beauty of Columbia Gorge has beckoned mankind for over 11,000 years. In ancient times Chinookan and Sahaptain Indians hunted its mountains and fished along the river's edge. For centuries the Columbia River has been a major center of commerce and trade." (*Congressional Record*, Senator Evans)

"The complex geology and climatic conditions within the Gorge has produced an equally complex plant community Eight hundred plant species are found in the Gorge of which 58 are considered rare or endangered." (*Congressional Record*, Representative Vento)

"The Columbia River holds a unique place in the development of this country, and of the early history of the Pacific Northwest. It was the gateway for early traders, explorers and pioneers. The Gorge and the Columbia River continue

INTRODUCTION

to have an important position in the economy of the entire Pacific Northwest." (*Congressional Record*, Senator Gorton)

"It is the location of some of the most wondrous scenic vistas in North America as well as the home of over 44,000 people. The hundreds of millions of dollars worth of commercial activity which occurs there has contributed to the area's attractive livability." (*Congressional Record*, Senator Hatfield)

"This grand old river's importance to the economy of the Northwest can hardly be overemphasized The towering waterfalls, spectacular vistas and unsurpassed recreation opportunities of the Gorge bring millions of visitors to the area every year." (*Congressional Record*, Representative Weaver)

OVERVIEW OF THE SCENIC AREA ACT

The Scenic Area Act identifies two purposes:

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

The Scenic Area lies to the east of Portland, Oregon and Vancouver, Washington. It stretches about 83 miles from the Sandy River on the west to the Deschutes River on the east in Oregon and from Gibbons Creek in Clark County to a line 4 miles east of Wishram in Washington. The Scenic Area covers portions of six counties: Clark, Skamania, and Klickitat counties in Washington, and Multnomah, Hood River, and Wasco counties in Oregon. The map at the end of this chapter shows the location and boundaries of the Scenic Area.

To achieve the purposes of the Scenic Area Act, Congress called for preparation of a Management Plan that would treat the two-state, six-county area as a region. Congress established a two-tiered management approach for preparing the Management Plan. It divided responsibility between the U.S. Forest Service and the Columbia River Gorge Commission, a regional commission representing local, state, and national interests. The six Gorge counties were authorized to implement the Management Plan through their land use ordinances.

The Scenic Area is divided into three categories of land: Urban Areas, the Special Management Area (SMA), and the General Management Area (GMA).

Congress designated 13 cities and towns as Urban Areas: North Bonneville, Stevenson, Carson, Home Valley, White Salmon, Bingen, Lyle, Dallesport, and Wishram on the Washington side of the river and Cascade Locks, Hood River, Mosier, and The Dalles on the Oregon side. The Urban Areas are exempt from the Management Plan, but are eligible to receive federal funds authorized to

implement it. The Urban Areas will be the primary focus for future growth and economic development.

The SMA includes approximately 40 percent of the region's most sensitive lands, concentrated primarily in the western half of the Scenic Area. The U.S. Forest Service prepares land use designations and guidelines for the SMA. It has the authority to purchase lands, or interests in lands, in the SMA, and the opportunity to exchange federal lands elsewhere for privately held forest lands within SMA boundaries.

In some instances, the Act directs that the SMA lands be managed more stringently than those in the GMA. For instance, land divisions are prohibited, new homes are not allowed on parcels less than 40 acres in size, and forest practices are regulated for scenic, cultural, natural, and recreation concerns.

About half of the Scenic Area makes up the GMA, including the Columbia River. The Gorge Commission is authorized to plan for the GMA. These lands blanket most of the eastern Gorge and are scattered in the central and west end of the Gorge. They are predominantly devoted to agricultural and forestry uses, but also contain scattered areas of existing residential development.

A VISION OF THE COLUMBIA GORGE

Taking its cue from the Scenic Area Act and Congress's emphasis of the qualities of the Scenic Area, the Gorge Commission developed a vision statement. This statement, which

follows, provided a framework for developing the Management Plan and continues to guide the Gorge Commission's actions.

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.

Columbia River Gorge Commission 1988

The Management Plan for the Scenic Area is based upon a vision created by Congress, the Gorge Commission, the U.S. Forest Service, county and city governments, state and federal agencies, Indian tribal governments,

INTRODUCTION

concerned citizens, and interest groups. The vision provides a sense about the future of the Gorge 20, 50, or 100 years from now. It supplies the adhesive that binds the plan.

The first lines of the vision were drawn by Congress in the purposes and standards of the Scenic Area Act. These bold strokes call for a delicate balance of protection and development. 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 reconciliation 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. Significant commercial, residential, and industrial development is encouraged in Urban Areas.

Urban Areas are eligible for federal funds under the Scenic Area Act. They may expand over time, even at some cost to scenic, cultural, natural, or recreation 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.

The Management Plan reinforces this vision for the Urban Areas. It encourages urban development to occur in the Urban Areas and limits such uses outside Urban Areas. The Act authorizes partial funding for two centers, one on each side of the Columbia River. The Gorge Commission chose an Urban Area for a conference center (Skamania Lodge Center in Stevenson, Washington) and

a location near an Urban Area for an interpretive center (The Gorge Discovery Center in The Dalles, Oregon). The Gorge Commission and the Forest Service may direct some federally appropriated recreation funds to the Urban Areas. Outside Urban Areas, new commercial development is limited to those areas where commercial development is already occurring and other areas uniquely suited to commercial use in conjunction with resource-based recreation.

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. It embraces agriculture and forestry and accords a special role to recreation. The forests, pastures, and rolling cropland of the western Gorge; the woodlands, orchards, and vineyards of the middle Gorge; and the expansive grazing and wheat lands of the eastern Gorge are protected from residential and commercial sprawl. Agricultural and managed forest lands are not only part of the cultural landscape of the Gorge; they also make a significant contribution to the Gorge economy.

Recreation received much attention from Congress in the Scenic Area Act. Congress envisioned new points of access to the Columbia River and its

tributaries, visitor accommodations, trails, viewpoints, and interpretive facilities. Authorization of funds for new recreation facilities gives added emphasis to the vision.

Reconciliation between protection and development of resources lies also in Congress's different treatment of the SMA from the GMA. Congress strictly limited new development in the SMA: no land divisions, no commercial development unless recreational in nature, and no new houses on tracts of land smaller than 40 acres. Congress did not apply any of these limitations in the GMA. Congress also authorized \$40 million for acquisition of interests in lands in the SMA. Acquisitions can be made in the GMA before counties implement land use ordinances, but only through condemnation. In short, Congress saw the SMA as indeed special, where little new development would occur.

The Management Plan will protect the Gorge's scenic travel corridors from strip commercial development. In the Gorge today, a clear distinction exists between town and country. The plan will secure that distinction.

The Gorge landscape will remain largely as it is--always changing, always the same. Wild areas of the SMA will remain wild. Forests and farms will come and go, and come again. They will not be replaced by residential subdivisions. New developments will tread lightly upon the landscape and will blend into the landscape as seen from key viewing areas. Rural settlements will retain their existing character and rural way of life, including a strong tradition of home-based occupations. Enhancement programs based upon

incentives for property owners and managers will, over time, sustain essential values and remove unnecessary discordant features from the landscape.

Much will be learned and preserved about the rich cultural history of the Gorge. An ambitious survey process will disclose now unknown archaeological resources from more than 10,000 years of continuous Native American culture. The Management Plan envisions a process of learning about and avoiding disturbance of cultural resources, and of interpretation without adverse effect, all in close consultation with the four Indian tribal governments that have treaty rights within the Scenic Area (Nez Perce, Umatilla, Warm Springs, and Yakima). The survey process also will provide information about the settler culture and ways of life.

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.

A chain of new wildlife refuges will emerge on the islands in the Columbia River and on river bottomlands in the western Gorge. The refuges, together with more careful regulation of grazing on public land, will improve wetlands

INTRODUCTION

and riparian areas over time. Incentive and education programs will lend support to traditional good stewardship in the Gorge. These programs will help improve and restore wetlands and riparian areas on private lands.

New vistas, small-scale travelers' accommodations, campgrounds, river access points, trails and other forms of resource-based recreation, both publicly owned and privately owned, will be created in rural areas throughout the Scenic Area. Like other development, however, these new recreation facilities will blend into the landscape. New facilities will not locate on the Gorge's most valuable agricultural land. Recreation growth will respond to demand within resource constraints and will be carefully planned so it does not overwhelm the Gorge and the ability of Gorge communities to support it.

Public and private partnerships will develop--as they already have with the conference and interpretive centers--to multiply the effect of federal funding for recreation facilities. As the number of tourists and recreationists grows and generates adequate demand, alternative modes of transportation-- boat, rail and bus--will become a form of recreation. A network of connected and coordinated trails will develop, including riverfront trails and trails linked to Urban Areas. New recreation facilities, such as The Gorge Discovery Center, will entice visitors to the east end of the Gorge. This will help spread the economic benefits of tourism and relieve some of the pressure on recreation sites in the west end of the Gorge.

Stretches of the Historic Columbia River Highway now closed to the public will be restored for recreation access. They will

become among the premier hiking, biking, and wheelchair facilities in the Northwest, featuring the outstanding scenery and rich history associated with this national landmark.

Recreation planning will reach new levels of coordination among landowners, recreation purveyors, and providers of emergency, public safety, and other kinds of services. Agencies will develop a system of recreation user fees to support services.

Such are some of the outcomes of the Management Plan based on a collective vision for the Gorge's future. In short, the vision and the plan seek to keep the unique resource qualities of the Gorge intact in the years ahead and to encourage growth and development consistent with these qualities, steering it primarily into Urban Areas.

HISTORICAL BACKGROUND

The Columbia River Gorge was forged from geological events dating back millions of years. It was shaped further at the end of the Ice Age by the great Missoula floods that followed and by the vulcanism that created the Cascade Mountains. In a report to the Gorge Commission, author and Portland State University professor John Eliot Allen wrote the following:

"The geologic evolution of the Columbia River Gorge is a result of 40 million years of predominantly volcanic activity. But it also involves faulting, folding, uplift and subsidence, erosion and sedimentation, repeated northward movement of the [Columbia River] valley, a period of cataclysmic flooding,

and finally extensive landsliding. The Gorge thus exhibits a remarkable diversity of geologic events matched by few other places in North America."

The human presence in the Gorge, dating back at least 10,000 years, undoubtedly is related in part to the physical geography of the Northwest. The near sea-level passage of the Columbia River through the Cascade Mountains provided a natural corridor, a relatively easy means of movement for early inhabitants. But the river's remarkable fishing opportunities, easily accessible at Celilo Falls, also drew these early inhabitants to the Gorge. Over time, subsistence needs led to exchange and eventually to the barter among Native Americans that Lewis and Clark observed in 1805.

In more recent time, in addition to the Lewis and Clark expedition, the Gorge served as a transportation corridor for fur traders. It became a passage route for settlers and missionaries following the Oregon Trail. It was an area of tensions between fur traders and Native Americans and altercations involving Native Americans, missionaries, and settlers, culminating in the signing of treaties in 1855. The beginning of non-Native American settlements followed, and an influx of newcomers has continued to this day.

In the last half of the 1800's, river and then railroad transportation came of age. The 1850's witnessed the beginning of the colorful era of sternwheelers plying the river and eventually the development of locks to bypass the Cascade rapids. This was followed by the financial ups and downs of the great railroad-building competition that eventually brought what is known

today as the Union Pacific along the south bank of the Columbia River (completed in 1889) and what is known today as the Burlington Northern along the north bank (completed in the first decade of the 1900's). A bake-oven or two still mark the campsites of the Chinese railroad gangs that cut the rail route through the Gorge on the south bank.

The Gorge was to experience still more change in the era of highway building. What is known today as the Historic Columbia River Highway, started in 1913 near Troutdale, was pushed through to Hood River in 1915 and finally completed to The Dalles by 1922.

A sensitive balance between engineering necessity and the beauty of its surroundings, this highway opened the Gorge to recreation and stimulated growth and development in communities on both sides of the river. As automotive transportation became more universal, the present Washington State Highway 14 was pushed through in segments, and bridge crossings of the Columbia River replaced ferries at Hood River (1918) and Cascade Locks (1925) and eventually The Dalles. These changes were capped finally by Interstate 84, developed through the Gorge on the south bank of the Columbia River in the 1950's.

Arguably, the greatest change in the Gorge was the damming of the river: Bonneville Dam dedicated in 1937 and The Dalles Dam completed in 1960. These and other dams converted the swift flow of the Columbia River into a series of lakes. They resulted in the revival of river transportation and the introduction of power transmission lines visible today in many parts of the Scenic Area.

INTRODUCTION

By the 1930's, development impacts on the Gorge were becoming a source of concern. In 1937, the Pacific Northwest Regional Planning Commission pointed out that the qualities of the Gorge had national significance. It proposed that the area be established as an interstate park. World War II interrupted the growing interest in protecting Gorge resources, but by the 1950's both Oregon and Washington created gorge commissions. Their effectiveness, however, became limited by inadequate funding, lack of authority, and opposition from various factions.

In the 1970's, successor commissions, by now meeting together, helped four county planning agencies prepare special Gorge zoning provisions regulating development along the river. In 1979, the U.S. National Park Service made a comprehensive study of the area. The findings, published in 1980, indicated trends toward land development that threatened the resources of the Gorge.

From 1980 through 1984, several Columbia River Gorge bills appeared before Congress, but there was no consensus in the Northwest delegation. At a retreat in the summer of 1985, philosophical differences were finally resolved, and late in the 1986 session, Congress passed the Columbia River Gorge National Scenic Area Act (Public Law 99-663).

DEVELOPMENT OF THE MANAGEMENT PLAN

The Scenic Area Act specified a schedule and a three-step process for developing the Management Plan. It

directed the Gorge Commission and the Forest Service to complete inventories during the first year. It called for land use designations in the second year. In the third year, the Scenic Area Act required development of guidelines and adoption of the Management Plan.

The Act required the U.S. Secretary of Agriculture to review the plan during the fourth year. The six counties or the Commission must then implement the plan by ordinance.

Inventories

Congress called for three major inventories: a recreation assessment, a resource inventory, and an economic opportunity study. The Gorge Commission and Forest Service completed most of these inventories in 1988. The inventories form the information base of the Management Plan.

The recreation assessment includes an overview of existing recreation facilities and a study of recreation demand in the region. It was used to identify areas suitable for public recreation facilities, including additional river access.

The resource inventory is a compilation of information about existing resources in the Scenic Area, ranging from wetlands to scenic values. The principal components of the resource inventory are shown in Table 1.

The economic opportunity study provides an overview of the Gorge economy, an analysis of its principal economic sectors, an assessment of economic strengths and weaknesses, and identification of the best opportunities to improve the economy. The main responsibility for economic

development is reserved for the two states and is largely set forth in other documents.

In addition to these inventories, the Gorge Commission and the Forest Service identified and mapped recreation intensity classes and landscape settings. The Scenic Area is divided into four recreation intensity classes, indicating suitability for present and future recreation use. (See Part I, Chapter 4: Recreation Resources.) The Scenic Area was also mapped for 13 landscape settings, each reflecting a distinct combination of landforms, vegetation, and land use patterns. Design guidelines will help maintain the character of each landscape setting, while accommodating new development. (See Part I, Chapter 1: Scenic Resources.)

Land Use Designations

The Scenic Area Act next called for the development of land use designations that would be used to map areas suitable for various kinds of future land and resource use. The designations include agriculture, forestry, residential and commercial development, and recreation facilities. The Act also said that special and sensitive lands should be protected as open space. Preliminary land use designation maps were prepared and presented to the public at workshops in fall 1989. Formal land use designations were then incorporated into the Management Plan. Table 2 shows the acres of land contained in each land use designation.

Guidelines

The Gorge Commission's and Forest Service's next task was to combine the

resource inventories with land use and recreation designations to develop goals, objectives, policies, and guidelines for the Management Plan. The Scenic Area Act specified that these guidelines must:

- Protect and enhance agricultural lands for agricultural uses, yet allow their conversion to open space, recreation development, or forest lands.
- Protect and enhance forest lands for forest uses, yet allow their conversion to agricultural lands, recreation development, or open space.
- Protect and enhance open spaces.
- Protect and enhance public and private recreation resources and education and interpretative facilities and opportunities.
- Prohibit industrial development outside Urban Areas.
- Require commercial and residential development to occur without adversely affecting scenic, cultural, recreation, and natural resources.
- Require that exploration, development, and production of mineral resources take place without adversely affecting scenic, cultural, recreation, and natural resources.

Consultation and Public Involvement

Integrated into this planning process was a series of consultations with county, state, and federal officials and the four Indian tribal governments with

treaty rights in the Scenic Area. A major public involvement program was also conducted.

Issues and goals were identified in two rounds of meetings in each county with what came to be called "key community contacts" made up of volunteer citizens and community leaders. The first round focused on issues and goals, and the second round on policy alternatives and on standards for carrying out policies. Each round of meetings was followed by wide circulation of newssheet mailers and by open houses to reach residents at large.

In addition, a series of workshops to gather public input on recreation issues was held. Finally, two different drafts of the Management Plan were broadly circulated, culminating in three public hearings for each draft. As drafts of the Management Plan were discussed, special attention was given to informing residents how their property was affected by land use designations and guidelines.

Final Management Plan

The Gorge Commission adopted the final version of the Management Plan in October 1991. The plan includes guidelines and land use designations for the GMA and the SMA prepared by the Gorge Commission and Forest Service, respectively. The Management Plan was sent to the U.S. Secretary of Agriculture for concurrence in November 1991, as required by the Scenic Area Act. The U.S. Secretary of Agriculture concurred with the Management Plan in February 1992.

Revision and Amendment

Congress directed the Gorge Commission to review the Management Plan no sooner than 5 years, but at least every 10 years, to determine whether it should be revised. If the Gorge Commission finds at any time that conditions have changed significantly, it may amend the plan. Any such revision or amendment must follow the procedures established in the Scenic Area Act for the original adoption of the plan.

From 1997 to 2000, the Gorge Commission, Forest Service and local and state agencies monitored the implementation of the Management Plan. A series of reports evaluated the findings in development review decisions for scenic, cultural, natural and recreation resources, and for agriculture and forest lands.

From 2000 to 2004, the Gorge Commission and Forest Service reviewed and revised the Management Plan, and the *Revisions to the Management Plan* was adopted by the Gorge Commission in May 2004. The Secretary of Agriculture concurred with the Revisions in August 2004.

ORGANIZATION OF THE MANAGEMENT PLAN

The Management Plan is organized into four parts, following this Introduction.

Part I identifies goals, objectives, policies, and guidelines for resource protection and enhancement. Individual chapters cover scenic resources, cultural resources, natural resources, and recreation resources.

Part II addresses land use designations. Individual chapters identify the goals, objectives, policies, and guidelines for each land use category: agricultural land, forest land, open space, residential land, commercial land, and recreation designations. These six chapters are followed by a chapter on general policies and guidelines that affect all uses in the Scenic Area, regardless of land use designation.

Part III outlines an action program, with chapters devoted to the recreation development plan, economic development, enhancement strategies, and interpretation and education.

Part IV focuses on the role of the Gorge Commission, the Forest Service, and Indian tribal treaty rights and consultation.

The **appendix** contains a copy of the Scenic Area Act. A **glossary** and **index** are provided to facilitate use of the document.

All chapters in Parts I and II, and Chapter 1 in Part III, are organized so the first part of the chapter focuses on the GMA (or combined GMA and SMA) and the second part focuses on the SMA.

Management Plan Maps

The Management Plan contains three principal maps:

- Landscape settings (used in conjunction with Part I, Chapter 1: Scenic Resources)
- Recreation intensity classes (used in conjunction with Part I, Chapter 4:

Recreation Resources)

- Land use designations (used in conjunction with the land use designations addressed in Part II)

These are the official maps for determining the landscape setting, recreation intensity class, and land use designation for a specific parcel of land.

The official boundary lines for the GMA, SMA, Urban Areas, and National Scenic Area exterior boundaries are contained on the maps referenced in Section 4 of the Scenic Area Act. Copies of these maps are available for review at the offices of the Gorge Commission and the Forest Service, National Scenic Area.

HOW TO USE THE MANAGEMENT PLAN

A primary purpose of the Management Plan is to ensure that land in the Scenic Area is used consistently with the purposes and standards of the Scenic Area Act. The plan usually allows a parcel of land to be used for several purposes. For example, a residence, a small farm, or a moderate-size campground is allowed on some parcels in the GMA designated Small-Scale Agriculture.

Reviewing the appropriate maps, policies, and guidelines in the Management Plan will indicate how a given parcel of land may be used. A step-by-step process for using the Management Plan is outlined below. This process provides a framework that allows landowners and land managers to explore land use options.

Step 1: Determine GMA/SMA and Land Use Designations

The first step in determining how a parcel of land may be used is to consult the land use designations map. This map provides two important pieces of information: 1) it indicates whether a parcel is in the GMA or the SMA, and 2) it shows which land use designation is applied to the parcel.

Six basic land use designations are used in the Scenic Area: agricultural land, forest land, open space, residential land, commercial land, and recreation. Most of these designations consist of several sub-designations. For example, recreation includes two sub-designations: Public Recreation and Commercial Recreation.

The land use designations provide initial information about how a parcel may be developed; they reflect the primary use for which a parcel is suited. For instance, agricultural lands are suitable for growing crops and raising livestock. Commercial lands are suitable for certain types of new businesses.

The second step in the process is to determine the exact uses allowed on a parcel of land. Landowners and land managers interested in non-recreation uses, or in recreation uses on lands designated Public Recreation or Commercial Recreation, should proceed to Step 2, below.

Some level of recreation development is potentially allowed on all parcels in the Scenic Area, regardless of the land use designation. The Management Plan contains special guidelines that prescribe the types and intensities of

recreation development allowed throughout the Scenic Area. Individuals wishing to explore these options, but whose property is not designated Public Recreation or Commercial Recreation, should proceed to Steps 5-A through 5-C.

Step 2: Identify Uses Allowed in Land Use Designations

The policies and guidelines in Part II of the Management Plan specify the uses allowed within each land use designation. These chapters contain separate policies and guidelines for the GMA and the SMA. Landowners and land managers should consult the applicable policies and guidelines.

The policies specify criteria that were used to determine which land use designation was applied to a parcel of land. The policies also provide minimum sizes for new parcels in the GMA. This information determines whether a parcel of land may be divided into smaller parcels. (Parcel sizes appear also on the large-scale (1:24,000) land use designations map available at county planning departments and Gorge Commission and Forest Service offices.)

The guidelines list new uses that are allowed within a land use designation. Three categories of uses are generally listed. The first category consists of uses not requiring review by a county planning department. These uses are listed under guidelines titled "Uses Allowed Outright." The second category consists of uses that may be allowed after an expedited review and approval process by a county planning department. These uses are listed under guidelines titled "Uses Allowed

through the Expedited Development Review Process.” Uses that may be allowed after a full review and approval by a county planning department form the third category. They are listed under the heading "Review Uses."

The Commission will review all proposed uses if a county government fails to adopt ordinances consistent with the Management Plan.

Step 3: Identify Approval Criteria for Review Uses

Most land use designation chapters contain guidelines that must be satisfied before uses listed under "Review Uses" can be approved. For example, residences and other non-recreation uses may be allowed on lands designated Public Recreation if they fulfill the criteria in the guideline titled "Approval Criteria for Non-Recreation Uses in Public Recreation." Similarly, new structures within a forest lands designation must satisfy guidelines regarding fire protection.

Similar guidelines for key uses that are allowed in more than one land use designation are consolidated in Part II, Chapter 7: General Policies and Guidelines. These uses include all uses allowed through expedited review, land divisions, temporary use for hardship dwellings, sewer and water services, home occupations and cottage industries, bed and breakfast inns, and others.

Step 4: Protect Scenic, Cultural, Natural, and Recreation Resources

The Scenic Area Act prohibits uses that adversely affect scenic, cultural, natural, or recreation resources. Part I of the Management Plan includes a chapter

addressing each of these resources. All the chapters in Part I should be reviewed to determine which provisions apply to a parcel of land. Inventory maps identify some resources that must be protected. The maps for wetlands, streams, ponds, lakes, sensitive wildlife habitat, rare plants, and natural areas show if natural resources occur on a parcel. The landscape settings map should be consulted to determine which landscape settings guidelines apply. The cultural resources map shows the location of previously identified archaeological and historic resources. Inventory maps may be reviewed at the offices of the Gorge Commission, Forest Service, and county planning departments.

The policies and guidelines in Part I consist primarily of measures that minimize possible adverse effects of development. They may affect the size, design, and siting of new uses. For example, the guidelines for scenic resources may influence the siting of structures so they are screened by topography or existing trees. Similarly, structures may be allowed near lakes and rivers if they are set back a specified distance from the shoreline.

Some of the resource protection provisions apply to all new uses; others are specific and apply only to particular types of uses. For instance, the scenic resources chapter includes guidelines that only regulate uses that will be seen from key viewing areas and scenic travel corridors. In contrast, the landscape setting guidelines in that chapter apply to new uses throughout the Scenic Area. The policies in the cultural resources chapter require a cultural resources survey before some uses are allowed. If no cultural

INTRODUCTION

resources are discovered, the remaining guidelines are not applied. The provisions in the natural resources chapter are applied only if a natural resource would be affected by new development.

The following steps further apply to recreation developments:

Step 5-A: Determine Recreation Intensity Class

Persons who wish to develop resource-based recreation uses on lands not designated Public Recreation or Commercial Recreation should consult the recreation intensity classes map. (Resource-based recreation means recreation uses that depend upon the natural, scenic, or cultural resources of the Scenic Area.) Four recreation intensity classes are identified. Different types and intensities of recreation are allowed in each class.

Step 5-B: Identify Uses Allowed in Recreation Intensity Classes

The guidelines in the "Recreation Intensity Classes" section of Part I, Chapter 4: Recreation Resources, list the recreation uses allowed in each intensity class. Recreation uses range from very low-intensity uses (Class 1), such as trails and simple interpretative displays, to high-intensity uses (Class 4), such as recreational vehicle parks and boat ramps.

Step 5-C: Identify Approval Criteria for New Recreation Uses

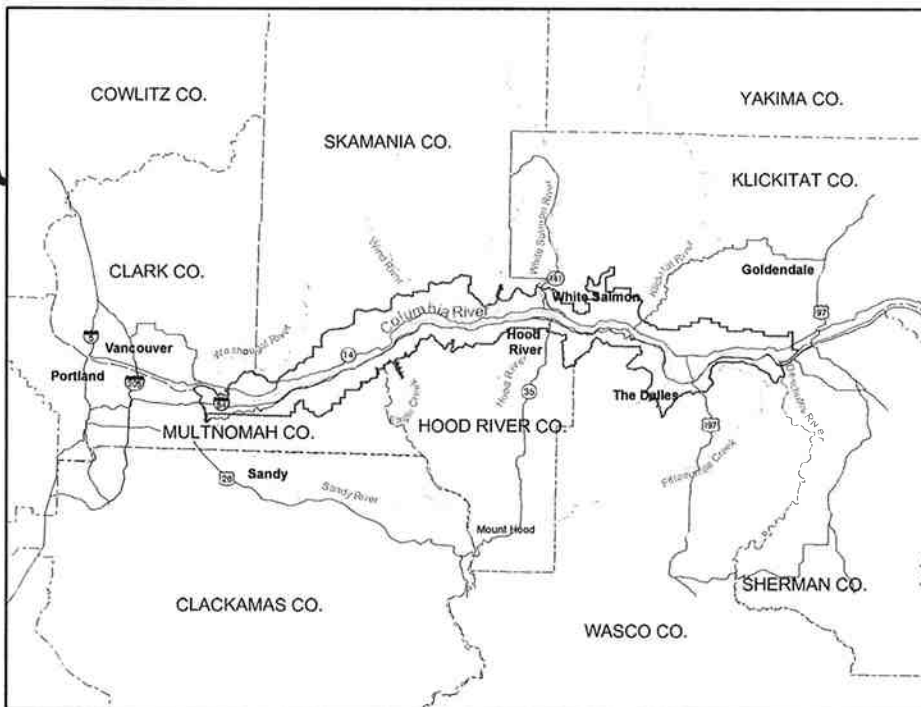
In each recreation intensity class, new recreation uses must be reviewed by a county planning department. County

planners ensure that recreation uses comply with applicable guidelines in the "Recreation Intensity Classes" section. These guidelines address issues such as transportation, Indian treaty rights, fire prevention, and adjacent forest and agricultural uses. Special guidelines address the design of recreation facilities. (Recreation facilities mean a cluster or grouping of recreation developments or improvements.) These guidelines govern five basic design elements: parking, landscaping, signage, and siting and appearance of structures.

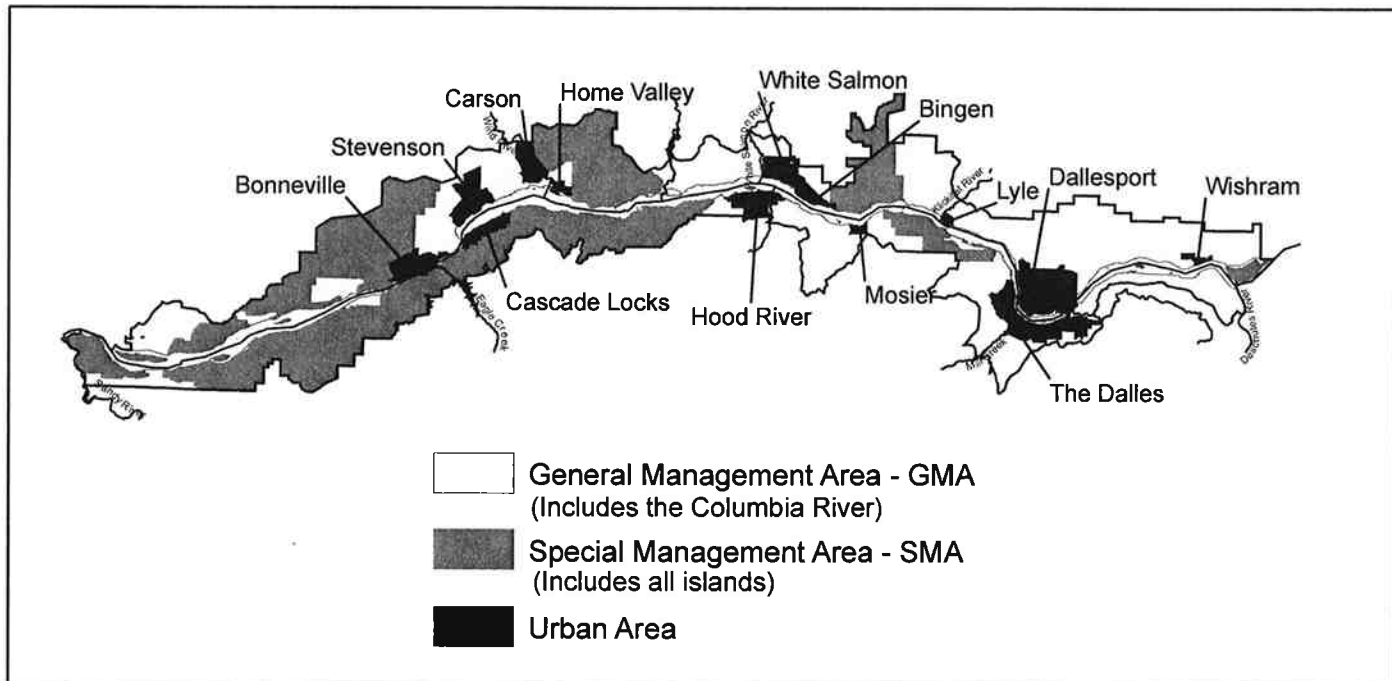
The final step in this process is to ensure that new recreation uses do not adversely affect scenic, cultural, and natural resources. The policies and guidelines that protect these resources are discussed in Step 4, above.



LOCATION MAP



MANAGEMENT AREAS



VICINITY MAP

COLUMBIA RIVER GORGE NATIONAL SCENIC AREA

Table 1**Resource Inventories***(Prepared prior to initial Management Plan adoption, 1988-1991)*

Resource	Source of Information	Purpose of Inventory
Geological features	Geologist, field visits	Protection of features, avoidance of hazards
Wetlands	U.S. Fish & Wildlife Service	Protection of resource
Soils	U.S. Soil Conservation Service, U.S. Forest Service forestry	Determine suitability for agriculture,
Fish habitat	Federal, state agencies	Protection of resource
Hazards	Local, state, federal agencies	Avoidance of hazards
Vegetation cover	Field visits, aerial photography	Identification of cover types for land use designations
Habitat of rare, threatened, endangered, endemic plant species	State Heritage Programs, field visits, organizations	Protection of resource
Wildlife habitat	State agencies	Protection of resource
Existing land use	Counties, field visits, aerial photography	Land use designations
Topography	U.S. Geological Survey	Land use designations, avoidance of hazards
Scenic resources	Field visits, photography	Protection of resource
Historic and prehistoric sites, structures, objects	Tribal governments, federal, state, local agencies	Protection of resource
Land ownership, parcels	County assessors	Land use designations
Taxation, political boundaries	Counties, special districts suitability	Development
Natural areas	State Heritage Programs, field visits, aerial photos	Protection of resource
Existing plan, zone designations	Counties	Land use designations