

**EXHIBIT NO. 29.03**

~~XXXXXXXXXXXXXXXXXXXX~~

**COMPREHENSIVE PLAN "A"**

SKAMANIA COUNTY  
DEPARTMENT OF PLANNING &  
COMMUNITY DEVELOPMENT  
COURTHOUSE ANNEX  
STEVENSON, WA 98648  
(509) 427-9458

SKAMANIA COUNTY PLANNING COMMISSION - RESOLUTION 77-A

The Skamania County Planning Commission having held extensive public hearings at various locations throughout Skamania County with regard to a comprehensive plan and having heard testimony from the general public, municipal corporations, service corporations, and other interested groups and individuals concerning the necessity and desirability of such a plan, including that testimony concerning all of the following subjects, to wit:

- A. Existing Road System
- B. Traffic Volume and Characteristics
- C. Proposed Road Plan
- D. Public Transportation
- E. Population Trends and Projections
- F. Geographic Distribution of Population
- G. Distribution by Age and Sex
- H. Distribution by Ethnic Group
- I. Agricultural Soils
- J. Soil Slopes
- K. Soils Limitations for Septic Tank Filter Fields
- L. Soils Limitations for Dwellings Three Stories or Less
- M. Soils Limitations for Roads
- N. Relief
- O. Timberland
- P. Wildlife
- Q. Shorelines Environments
- R. Ownership
- S. Existing Land Use
- T. Evaluation System (QUEST)

or, if no testimony was offered, the Commission having considered the same with the advice of their staff, I, Don Campbell, do hereby move the Skamania County Planning Commission make the following Findings of Fact:

FINDINGS OF FACT

1. That a comprehensive plan is necessary and desirable for Skamania County.
2. That such a comprehensive plan should include the following sections:
  - A. Introduction
  - B. Circulation Element
  - C. Population Element
  - D. Land Use Element
  - E. Land Use Plan

F. Appendices

3. That this Commission has specifically considered that document entitled **Proposed Skamania County Comprehensive Plan "A"**, consisting of five sections containing ninety-three pages; Appendix A containing pages ninety-five through one hundred and two, inclusive, which consists of data concerning other plans and studies; Appendix B consisting of eleven "QUEST" maps marked Exhibits 1 through 11, which are hereby specifically referred to and incorporated into this plan by reference and are on file in the office of the Department of Planning and Community Development; and Appendix C consisting of all modifications made to the plan as originally presented to the public and amended throughout or as the result of public input.

I further move that the chairman and the secretary of the Planning Commission be instructed to indicate the approval of this Commission by affixing their signatures to the front and back pages of the **Proposed Skamania County Comprehensive Plan "A"**, as well as to the main map contained as a part thereof.

DATED this 5th day of July, 1977.

SIGNED: Alzesta Berge, Chairman

MOTION so made by Don Campbell, seconded by Darrell L. Wilhoit, and a roll call vote of each member conducted as follows:

Darrell Wilhoit	AYE
Albert Gosiak	AYE
Christian Engleman	Absent
Joy Krohn	AYE
Dick Blaisdell	AYE
Timothy Collins	Absent
Don Campbell	AYE
Wade McNee	Absent
Alzesta Berge	AYE

Notwithstanding anything in this Plan to the contrary, all actions of the Planning Commission of a final nature are reviewable by the Board of County Commissioners upon an application by any aggrieved party with standing.

Amended by Skamania County Board of Commissioners, July 11, 1977.

**SKAMANIA COUNTY COMPREHENSIVE PLAN "A"**  
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## I. INTRODUCTION

### A. Background

Skamania County, Washington, is located on the north shore of the Columbia river where the river cuts through the Cascade Mountain Range. The County runs about forty miles east and west along the Columbia River and extends fifty miles northward into the heart of the Gifford Pinchot National Forest. The town of Stevenson is the county seat. Stevenson is located on the shore of the Columbia River, close to the middle of the county.

Mountainous lands dominate the topography of Skamania County. The elevation ranges from near sea level along the Columbia River up to 9,671 feet at the summit of Mount St. Helens in the north. Along the Columbia River west of Stevenson, the land is formed in level benches or low terraces. To the east of Stevenson mountainous uplands extend to the river. In general, from the river, to the north, the land rises in a series of steep rocky bluffs, with level to rolling benches at the summits. From the Gifford Pinchot National Forest's souther boundary northward the topography is rugged and mountainous.

The climate of Skamania county is temperate and strongly influenced by topography. It is characterized by cool, dry summers, and mild, moist winters. Along the Columbia River annual rainfall varies in an eastwardly direction from 50 to 60 inches in the southwestern part of the county to more than 75 inches near the crest of the Cascade Mountain Range. East of this crest rainfall decreases rapidly to about 35 inches in the southeast corner of the county. Precipitation is higher and temperatures lower with increasing elevation away from the Columbia River. The mountainous valleys in the interior of the County receive annual rainfall of greater than 90 inches.

The town of Stevenson is located on the Henry Shepard Donation Land Claim. George Stevenson bought a portion of the Shepard land in 1893 and laid out the original town site. He put up two buildings in the lower part of town for a newspaper and his office. Before the town was properly platted there was a boat landing and wood yard west of Shepard's Point.

The County seat was first located in the community of Lower Cascades, which was west of the present town of North Bonneville. The county rented a building from Tom Moffett. When Moffett decided to raise the rent \$5.00 a month, the County Commissioners objected. When trouble ensued over the rent George Stevenson offered the commissioners land to build their own building. He also offered office space in one of his buildings. The commissioners accepted Stevenson's offer of office space and, during the night, in the fall of 1893, they loaded all the county documents on a wagon, took them up the Portage Railroad to Upper Cascades, then loaded them on a fish boat and delivered them at the Stevenson dock. It was after this event that "Stevenson" became the official town name and new county seat. Fortunately, this nocturnal move prevented the historic

records of pioneer Skamania County from being lost in the Columbia River flood of 1894. In 1908 the town was incorporated.

The town of North Bonneville is the only other incorporated community in the County. The town is located five miles west of Stevenson on the shore of the Columbia River next to the Bonneville Dam. In 1933, work began on the dam and North Bonneville sprang to life as a boom town. It was a spontaneously assembled community, built with whatever materials were available and put together in a rush to meet the needs of construction workers arriving by the hundreds in the area. When the Bonneville Project was completed in 1938 the town remained.

A second powerhouse is now under construction at Bonneville Dam. The site of the new powerhouse will cover over 90% of the existing town of North Bonneville. The new town will be relocated west of the present town, on the east side of Hamilton Creek and south of Greenleaf Slough. Site selection and design for the new North Bonneville has been the result of an intensive multi-disciplinary planning effort over a two year period. A Relocation Planning Study was done in 1973 by the Evergreen State College, Urban Planning Group. The final site selection and town design study was completed in June of 1975, by the firm of Roysten, Hanamota, Beck and Abey of San Francisco.

The fur trade was the first great incentive for coming to the Columbia Gorge. The beaver hat was the item of fashion which made men seek the area's woods and waters for pelts. However, it was the Donation Land Claim Law of 1850, and later the Homestead Act, which allowed people to obtain title to land, that brought people here to settle. Cutting wood for the wood-burning steamships that plied the Columbia River was the first occupation in the county. Commercial fishing for salmon and sturgeon, lumbering and farming soon followed.

For a time, commercial salmon fishing with fishwheels was an important source of income in the area. These structures, which resembled ferris wheels, dotted both sides of the Columbia River from Upper Cascade Village (just west of Stevenson) to Beacon Rock. A cannery was located at Warrendale, Oregon. The fishwheel was outlawed in Oregon in 1926, and 1934 in Washington. Since then the commercial salmon fishing on the Columbia River has dwindled to only a minor source of economic importance to the county. The primary commercial fishery in the area now is the Indian net fishing in the Bonneville pool. A limited non-Indian commercial fishery is permitted below the Bonneville Dam.

Logging and lumber mills have become the mainstay of the county's economy. The earliest sawmills date back to the mid-1850's. The Bradford brothers, Daniel and Putnam, built a mill on their donation land claim west of Stevenson at Ashes Lake, and Felix G. Iman had a mill west of Rock Creek in Stevenson. Today there are four lumber companies within the county.

In 1969, the county retained the consultant firm of Barnard and Burk of Portland Oregon, to prepare a land use plan. The completed plan was entitled Preliminary Land Use Plan, Skamania County 1969. The plan was primarily an inventory of existing conditions within the county. The basic purpose of the plan was to provide basic information on which future planning could be based. The plan summarized the existing land uses, conditions and general problems within each of the several community areas in the county. It recognized the limited amount of developable land and anticipated future development would follow established trends.

The county hired its first professional planner in 1970. The planning staff presently include three planners and a secretary. Since 1971, the staff has prepared Subdivision Ordinances, a Mobile Home Park Ordinance, a Camping Club Ordinance, and a Shoreline Master Program and Permit Ordinance for the streams and lake regulated by the State Shorelines Management Act.

The County Planning Commission, established in 1966, is a ten member commission with three members from each County Commissioner District and a member at-large. One of the responsibilities of the Commission is to review developmental permits under the various Planning Ordinances mentioned above. The Planning Commission has taken part in the drafting of these Ordinances and the development of this land use Comprehensive Plan.

## **B. Nature and Purpose of the Plan**

This plan includes that portion of the county south of the Gifford Pinchot National Forest boundary, and the upper Wind River valley and the upper Little White Salmon River valley within the National Forest. The focus of the plan is land use and physical development. The plan is based on the soil capabilities and land ownership pattern, and the timberland and wildlife resources. It represents a statement which puts forth major ideas concerning the desirable futures development of Skamania County.

The pace of development has in recent years increased in Skamania County. Residential subdivisions, mobile home parks, public parks and other public facilities have been planned and constructed. A major federal project, the new Bonneville Power House, is now under construction. The adjacent town of North Bonneville will be relocated as part of this project. The impact of this project is only beginning to be experienced in our area.

Many of these new developments, both public and private, are regulated in some way. However, there is no overall plan for the future development of Skamania County.<sup>5</sup> The major goal of the proposed plan is to provide for the orderly development of the county. This goal is consistent with state law, specifically the Planning Enabling Act, Section RCW 36.70.010.

The philosophy, goals and policies of the proposed plan are a manifestation of the belief

that development must be regulated to suit the natural qualities of our area, and to preserve and enhance the quality of life we now have in Skamania County.

The plan identifies certain areas as more capable of supporting development or growth. An orderly physical development would be achieved by fostering growth in some areas, and limiting growth in others. This would be accomplished by the adoption of policies and standards, and the implementation of these, by local government.

In potential growth areas, or the more populated areas, local governments will be encouraged to provide public improvements, such as roads, water supply and electrification. Along with this, a higher density will be allowed in growth areas. Public improvements and higher allowable densities will stimulate private development to locate in suitable areas. Conversely, development in unsuitable areas will be discouraged by the plan.

The plan is intended for use by the Board of County commissioners and the county Planning Commission in acting upon proposals and issues concerning physical development. It is also intended for use by other county departments and other units of government. It should be a useful tool for guidance in implementing programs and projects.

Private citizens and special interest groups will find the plan useful in making decisions regarding land development and property purchase. Copies should be made available to every citizen upon request. It is important that interested citizens have easy access to the plan.

The plan itself should be updated from time to time, and may have material added occasionally. Elsewhere in this plan it is recommended that the Board of county Commissioners review the plan annually and consider revisions in light of any recent matters or actions. Any modifications would require public hearings and publication of proposed changes.

The plan will serve as a guide to future decisions on land development projects and programs. It is generalized and does not get overly involved with detail. The plan is not a regulation in itself. It is not zoning, however some areas are suggested for zoning in the future under the plan. The net effect of implementing the plan will be that of having public and private interests working together, particularly in regard to land development.

## **C. Goals and Policies**

### **1. General Goals**

Goals and objectives are often considered to be the cornerstone of the planning process. A goal is an expression of an ideal and desirable end. Over a period of

time the goal remains constant and may never be completely attained. In developing a comprehensive plan, state law declares an obligatory general goal, and this is repeated here in slightly modified form as the basic goal of this plan:

- a) To provide for the orderly future physical development of Skamania County.

In clarifying this goal several other related goals are herein developed.

*Physical development* refers to both public and private improvements. Public improvements are such things as water supply systems, roads, bridges, schools and fire stations. Public improvements are provided by governments because private enterprise does not normally provide these items, or it has become customary for government to do so. The reasons for this will not be explored here, there are many economic texts dealing with this subject. The point to be made here is that private development (industrial, commercial and residential) is dependent on the provision of public facilities provided by governments. Therefore it is necessary.

- b) To coordinate public and private interests in land development.

It is noteworthy that the existing county subdivision and mobile home park ordinances are a significant step in attaining this goal.

In development of our county, improvement (public and private) should be made intelligently and efficiently, and have a wholesome effect upon our communities. Two related goals are put forth in this regard.

- c) To promote effective planning and scheduling of improvements so as to avoid conflicts, duplication and waste.
- d) To promote improvements which make our communities more liveable, healthy, safe and efficient.

Who determines what is *orderly* development? There are many people and agencies involved in the process of development. The Board of County Commissioners, county departments, special districts, and state and federal government all play a part. Individual private citizens and special interest groups also play significant roles in determining how development takes place. The general public can have a major influence on development issues and decisions by the election of representatives, by participation at public meetings and hearings, by participation on committees such as the planning commission and solid waste committee. People should be concerned about development of the county, and are especially concerned when development may have an effect on their immediate environment. Some structure or framework for orderly development is

provided in this plan. However, the plan represents a reference or departure for future actions. Therefore two goals are suggested for citizen participation.

- e) To create opportunities for citizens to take part in planning activities.
- f) To provide opportunities for citizen participation in making governmental decisions regarding land development.

The plan looks into the *future*, yet it is not a finished product. It cannot be! It could be appropriate for twenty years with no changes, but this is unlikely. It is not the intent of this plan to foreclose on future opportunities brought about by technical innovation, new ideas and changing attitudes. The plan should remain open to periodic review and subject to revision. The plan is a long-range view of our county's development, and this should be taken into consideration when making decisions. Therefore the last general goal is

- g) To integrate long-range considerations into the determination of short-range actions.

Policy is a specific course of action by which goals may be achieved. If the above goals are to be realized then policies should be adopted to guide the development of the county. The policies listed below are broken into a framework of various types as noted. It is intended that these policies, along with the above goals, be used as a basis for decision making, and that they be frequently reviewed and consulted. These policies will also be the guide to implementation of this plan.

## 2. Land Use Policies

- a) General

The three land use areas designated in this plan are differentiated from one another by intensity and type of uses which may occur in each area. The idea of three different developmental areas is the central concept of this plan. The actual standards for each area may be found elsewhere in this text. Immediately following this subsection are specific policy ideas for each area.

In addition to specific policies for the three land use areas, some general policies need to be cited. These are central to making the plan work.

- 1) Any zoning done in the future shall be guided by this plan.
- 2) Parcels of land substandard in size and predating adoption of this plan may be developed (built upon) subject to any other regulations in effect at the time of development.

- 3) All development will conform with all Federal, State and local requirements.
- 4) Land use patterns which minimize the cost of public improvements, such as water supply and sewage facilities, should be encouraged.
- 5) Promote the revitalization of older or declining areas to capitalize on existing public investments (water systems, streets, electrification, telephone service, etc.) and private investments (buildings, driveways, landscaping, etc.).

Industry is important to Skamania county because it provides employment opportunities. Job opportunities are necessary for people living in our area, otherwise people may be forced to seek work in other areas, breaking family and social ties. On the other hand, our area, particularly the Columbia Gorge, is renowned for its scenic beauty, and consideration must be given to this in the establishment of industry. Policy with regard to land use and industry is to:

- 6) Encourage industry which would have minimal adverse environmental or aesthetic effects.
- 7) Promote compatibility of industry with the surrounding area or community by fostering good quality site planning, landscaping, architectural design, and a high level of environmental standards.

A number of small commercial areas, such as a single store and gas station, are scattered throughout the county, and these serve a necessary function in each community. Some medium sized commercial development exists in the Carson community, where commercial uses are increasing. New commercial development can create traffic safety and aesthetic problems. Therefore a few specific policies for this type of land use are proposed.

- 8) Encourage new commercial enterprises to locate within or near existing commercial areas to avoid further scattering and to better serve the public.
- 9) Encourage commercial development that is convenient, safe and pleasant to the general public.
  - i) Require that new establishments provide off-street parking adequate for its needs. Pooled or joint use parking areas for adjacent developments may be utilized.
  - ii) Regulate access points for vehicular traffic for commercial areas

to prevent unsafe conditions.

iii) The design of commercial sites, buildings, and signs should be compatible with surrounding areas.

iv) Landscaping may be required as a buffer when commercial use adjoins residential or farm property.

Many outstanding natural features occur in Skamania County. The Columbia Gorge is the most prominent natural feature and is the focus of identity for most of our area. The Gorge is rich in geological, Indian, and pioneer history. There is strong local interest in maintaining high environmental values within the Gorge. There are also many lakes, streams, rocks and forest areas which possess great natural beauty. Land developments sometimes intrude upon these natural features. Therefore, some policies in this regard should be set.

~~Projects proposed in the Columbia Gorge will be reviewed to assure that the uses are not detrimental to the character of this area. (As noted above, the State Surface Mining Act Permits, and the county's subdivision, mobile home park, and camping club ordinances have provisions for review of this type.)~~

- 11) Promote standards and regulations which preserve the quality of our rivers, streams, lakes, and the Columbia Gorge.
- 12) Encourage types of development which will complement natural conditions.
- 13) Distinctive natural features should be retained and incorporated into the design of land development projects.

The plan is put together on the premise that the land use areas designated are each best suited for the uses proposed therein. However, it is not the intention of this plan to foreclose on future opportunities which may be made possible by technical innovations, new ideas and changing attitudes. Therefore,

ROCK PLT  
IMPLICATION →

14) Land uses which are considered by this plan to be inappropriate in any of the three land use areas may be established, subject to public review and approval by the County Planning Commission. (Such uses might include light industrial facilities, small commercial businesses, airstrips, portable sawmills, and other wood processing equipment.) In regard to the above policy, it is proposed that the County Planning Commission review, and grant or deny, all requests for uses considered inappropriate. In the event of denial by the Planning Commission, appeal may be made to the

Board of County Commissioners. The County Planning Department will be responsible for processing requests under this policy.

b) Rural 1 (see map page )

- 1) The Rural 1 land use area is intended to foster the optimum utilization of land within the growing areas of the county through provision of public improvements and the allocation of a greater variety of uses than allowed in the other two land use areas.

The Rural 1 land use area is that area which is best able to support growth. There are about twelve square miles of land within the designated area. All of the existing, denser development is within this area. The character of this existing development is essentially rural, and it is not the intention of the plan to significantly alter this character.

Not all of the land is presently developed, or lived upon. With fully developed water and sewer facilities it is theoretically possible that lands in this category could support a population of over 75,000 people. This calculation is given below:

$$\begin{aligned} 3 \text{ families/acre} &= 10 \text{ people} \\ \text{one square mile} &= 640 \text{ acres} \end{aligned}$$

$$10 \text{ people} \times 640 \text{ acres} \times 12 \text{ square miles} = 76,800$$

This plan does not recommend a population increase such as this, or that population limits be established. The plan does recognize that the Rural 1 areas are more suitable for development and asks that the policies listed above and below be promulgated in these areas.

- 2) Local governments and agencies should consider the Rural 1 area for public improvements over other areas.
- 3) Promote the revitalization or redevelopment of older neighborhoods within the Rural 1 land use area to take advantage of existing public investments such as water systems, electrification and telephone service, and to reduce pressure for the development of new lands.
- 4) Encourage a variety of housing types and building concepts such as the "planned unit development". This is a concept that permits more flexible site design and clustered housing with compensating open spaces that are in keeping with the density objectives of the comprehensive plan.
- 5) Multi-family units should be located within walking distances of

shopping areas or other community facilities such as parks and schools.

6) Provide for community level recreational needs and open space by promoting acquisition of lands for small parks in areas where future build-up is expected to occur.

7) Developments within the built-up areas should provide for pedestrian traffic in a way that makes walking a desirable alternative to driving automobiles.

8) The design of local roads and streets should discourage through traffic in residential areas. Loops, cul-de-sacs, and "T" intersections should be utilized.

9) Surface water problems should be reduced by encouraging the retention of natural vegetation or the provision of landscaped areas, and by the requirement that adequate drainage ways be maintained in each new development.

Some of the unincorporated Rural 1 areas such as Carson are experiencing growth, and some incompatibility between land uses are apparent. As these areas continue to develop some more definitive regulations will be in order. Many people are opposed to the idea of zoning. However, new ideas such as "performance zoning" make it possible to work out minimal zoning proposals that would not be overly restrictive. It is not the attitude of the county to impose zoning. The impetus for such regulations will likely have to come from the people that would be effected by such a proposal. Therefore,

~~10)~~ Lands in the Rural 1 land use category should be considered for zoning in the near future, provided that property owners affected show an interest in having such regulations.

c) Rural 2 (see map page)

1) The Rural 2 land use area is intended to provide for rural living without significant encroachment upon lands used for agriculture and timber.

This land use area is the middle range developmental level suggested by this plan. The lower density will help to protect agricultural and timber lands from "suburban" type development, and should maintain the rural character of this area.

Not many people in our county sustain themselves by farming exclusively. There are a few dairy farms and orchards scattered through the county, and some families grow much of their own food. But good agricultural land is becoming

scarce. ~~The majority of good agricultural land is within the Rural 2 area and more intense development of these lands is permissible under this plan.~~ Be this as it may, the following policy is put forth in regard to the development of agricultural land within the Rural 2 area.

- 2) Prime agricultural lands, comprised of soils identified by the Soil Conservation Service as Class II and III, should be given lower priority for development than other lands.

Recreational uses are permissible within the Rural 2 areas but some clarification is necessary. The focus of recreation in this land use area will rarely be that of serving the local community. The emphasis will most surely be on private development attracting people from the Portland-Vancouver metropolitan area. We must insure that these types of land developments do not lessen the value of adjacent lands or make conditions unpleasant for those living nearby.

*add & move* ↑

- 3) Require compatibility between recreational developments and their environs.

a) Noise levels in adjacent areas should not be appreciably increased by new development.

b) Adverse visual impacts upon adjacent property must be taken into consideration. The design and site layout should be such that this impact is lessened or mitigated.

c) Access roads to recreational developments should not interfere with, or bring concentrations of traffic to, existing residential areas.

- d) Conservancy (see map page)

- 1) The Conservancy land use area is intended to provide for the conservation and management of existing natural resources in order to achieve a sustained yield of these resources, and to conserve wildlife resources and habitats.

Much of the Conservancy land use area is characterized by rugged terrain, steep in slope and unsuitable for development of any kind. Logging and timber management are main use activities which take place in this area. Recreational activities of an informal nature such as fishing, hunting, and hiking occur in this area although formal recreational developments may occur from time to time. Policies similar to those developed in the preceding subsection (see Rural 2) should be applied to recreational developments in the Conservancy area and these

are repeated here.

2) Require compatibility between recreational developments and their environs.

a) Noise levels in adjacent areas should not be appreciably increased by new development.

b) Adverse visual impacts upon adjacent property must be taken into consideration. The design and site layout should be such that this impact is lessened or mitigated.

c) Access roads to recreational developments should not interfere with, or bring concentrations of traffic to, existing residential areas.

### 3. Coordinative Policies

The major intergovernmental coordinating body within our county is the Skamania Regional Planning Council. In 1973, the County and the towns of North Bonneville and Stevenson, joined together to form the Council. Other governmental entities within, or operating within, our county have joined the Council.

The Council is not directly involved in land use planning. This role of planning falls on the county and town governments. The Council receives funds from the Federal and State governments for land use planning and these are passed on to local governments. The Council functions solely within the County area as a Council of Governments, although some of the member organization's jurisdictions actually overlap into other counties, such as the Gorge Commission.

The Regional Council is the local clearinghouse for A-95 Reviews. These reviews are a Federal requirement, and provide local input to the funding agency on requests for grants. In coordinating proposals and plans, two policies are recommended to the Council for implementation:

1) The Regional Planning Council should take into consideration the County Comprehensive Plan when conducting business relative to land use.

\* 2) A local requirement of A-95 Review should be that applicants show how their proposal correlates with the Comprehensive Plan of the County, or the Comprehensive Plans for the towns.

Many governmental agencies, commissions and boards are involved in making decisions which affect land use. Proposed below are policies which provide for

coordinating amongst these various entities.

3) Federal and State agencies will be requested to consider the County Comprehensive Plan prior to implementing projects.

4) Special districts and organizations such as the Mid-Columbia Economic Development District, Port District, and Columbia Gorge Commission, should be required to coordinate proposed programs and projects with the Comprehensive Plan prior to implementation, and these organizations should coordinate any general or overall plans with the Comprehensive Plan.

Special interest groups and individuals also make decisions affecting land use. In regard to special interest groups, and in the interest of coordination, it is recommended that:

*add  
reference to 65515*  
5) Special interest groups such as the Overall Economic Development Plan Commission, Columbia Gorge Commission, Water Quality Management Commission, and Solid Waste Committee, should coordinate their planning efforts with the Comprehensive Plans of the County and towns in developing proposals and implementing projects.

6) The Washington State Columbia Gorge Commission should be consulted with regard to projects that significantly affect areas within their jurisdiction.

#### 4. Legislative Policies

In regard to this Plan, the Board of County Commissioners is the legislative authority. The Board shall consult this Plan on any matters concerning physical development, and in dealing with matters coming before it with regard to this Plan. It is recommended that:

1) The interests of the community at large be promoted.

*CLARIFY* → 2) The rights of individuals to develop their own property be respected.

3) Projects be reviewed at meetings open to the public.

4) Wise decision-making be promoted by the provision and consideration of technical and legal information regarding land development.

The Board of County Commissioners appoints or establishes various committees and groups which from time to time make recommendations to them, such as the

County Planning Commission. These committees provide citizen input as part of a democratic process in reviewing proposals and projects. The committees conduct their own meetings and review, and forward recommendations to the Board for legislative action. It is recommended that this process be continued and that:

- 5) The Board facilitates and encourages the review by the appropriate committee or organization for any program or project required to relate to this Plan.
- 6) The Board solicits and gives strong consideration to recommendations from committees or organizations reviewing programs or projects related to this Plan, prior to legislative action.

Occasionally proposals will arise which are not in agreement with this Comprehensive Plan. It is the idea of this plan to be generally applied to the lands within the planning area and retain some degree of flexibility. Therefore, in regard to non-conforming proposals it is recommended that:

- 7) Any proposal which does not conform to the Comprehensive Plan shall be reviewable by the County Planning Commission.
- 8) Parties seeking to implement projects not conforming to the Plan shall furnish all pertinent information necessary for the review of their proposal.
- 9) In granting a use which does not conform to this Plan, the Planning Commission shall ensure that:
  - i) The use not be detrimental to the public welfare or injurious to other property in the vicinity.
  - ii) Property owners of contiguous properties are informed of the proposal by letter and given opportunity to comment.
  - iii) The use is not a special privilege totally inconsistent with the Plan.

In regard to the above three policies, also see Subsection 2, LAND USE POLICIES, Part a, General in this section of the Plan.

## 5. Administrative Policies

Although other agencies make recommendations about physical development, the

Board of County Commissioners is the final authority on matters dealing with this Comprehensive Plan. However, when a plan such as this is completed, it is necessary that agencies be responsible, and mechanisms be effectuated, to assure compliance by those involved with land development, and to assure that the plan is given periodic review for possible updating. To this end, the State Legislature has enacted certain laws, and some of these are noted to supplement the policies given below.

1) In reviewing proposed subdivisions, short plats, mobile home parks and similar types of projects, the County Planning Commission and Planning Department shall assure the conformance of proposals to the standards and purposes of this Comprehensive Plan, (RCW 36.70.680 and RCW 58.17.100).

2) Building permits, septic tank permits, or other development permits issued by the County for any project not in conformance with this Comprehensive Plan would be subjected to strict review.

3) Any local governmental agency within the unincorporated area of the County shall annually submit a list of proposed public works projects to the County Planning Commission and Planning Department, which shall then submit a report to the Board of County Commissioners regarding the conformance of the proposed projects to the Comprehensive Plan, (RCW 36.70.520 and RCW 36.70.530).

4) County improvement projects (public works, roads, parks, etc.) will comply with the policies, regulations and designated land uses of the Comprehensive Plan.

5) The Comprehensive Plan should be reviewed annually by the County Planning Commission and Planning Department for possible revisions in light of the previous year's experience. Amendments proposed will then be referred to the Board of County Commissioners for legislative action, (RCW 36.70.410).

The Shorelines Management Act of 1971 is a State law which requires permits for land development within 200 feet of certain designated streams and lakes. A Shorelines Master Program has been adopted and is administered through the County Planning Department. A relationship between the Shorelines Program and this Comprehensive Plan should be established. Therefore, it is recommended that:

6) Projects needing shorelines permits shall be required to be in conformance with the standards and purposed of the Shorelines Master

Program.

7) In the event of a conflict between the Shorelines Master Program and the Comprehensive Plan, the Shorelines Master Program shall take precedence.

The State Environmental Policy Act, also enacted in 1971, mandates environmental protection as an obligation upon every governmental agency. The Act requires that environmental considerations become a normal, working part of the decision making process. This law requires that the responsible governmental agency demonstrate that the significant environmental factors of a project be identified, described and considered prior to official governmental action. The Act affects both public and private proposals.

A determination is made on all projects or proposals as to the significance of their impacts. Projects of major scope which will significantly affect the environment require an in-depth study, an Environmental Impact Statement. The Comprehensive Plan can be a useful tool in determining if an EIS is necessary. The Plan is based on the assumption that the uses indicated in each land use area are environmentally appropriate, and the uses not specified are likely inappropriate. Therefore:

8) Project proposals which do not conform to the standards and purposes of this Comprehensive Plan should be given strong consideration for the requirement of an Environmental Impact Statement.

SKAMANIA COUNTY COMPREHENSIVE PLAN "A"

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SKAMANIA COUNTY PLANNING COMMISSION - RESOLUTION 77-A

The Skamania County Planning Commission having held extensive public hearings at various locations throughout Skamania County with regard to a comprehensive plan and having heard testimony from the general public, municipal corporations, service corporations, and other interested groups and individuals concerning the necessity and desirability of such a plan, including that testimony concerning all of the following subjects, to wit:

- A. Existing Road System
- B. Traffic Volume and Characteristics
- C. Proposed Road Plan
- D. Public Transportation
- E. Population Trends and Projections
- F. Geographic Distribution of Population
- G. Distribution by Age and Sex
- H. Distribution by Ethnic Group
- I. Agricultural Soils
- J. Soil Slopes
- K. Soils Limitations for Septic Tank Filter Fields
- L. Soils Limitations for Dwellings Three Stories or Less
- M. Soils Limitations for Roads
- N. Relief
- O. Timberland
- P. Wildlife
- Q. Shorelines Environments
- R. Ownership
- S. Existing Land Use
- T. Evaluation System (QUEST)

or, if no testimony was offered, the Commission having considered the same with the advice of their staff, I Don Campbell  
do hereby move that the Skamania County Planning Commission make the following

FINDINGS OF FACT

I.

That a comprehensive plan is necessary and desirable for Skamania County

II.

That such a comprehensive plan should include the following sections:

- A. INTRODUCTION
- B. CIRCULATION ELEMENT
- C. POPULATION ELEMENT
- D. LAND USE ELEMENT
- E. LAND USE PLAN
- F. APPENDICES

III.

That this Commission has specifically considered that document entitled Proposed Skamania County Comprehensive Plan "A" consisting of five (5) sections containing ninety-three (93) pages and Appendix A, containing pages ninety-five (95) through one hundred and two (102), inclusive, which consists of data concerning other plans and studies; Appendix B consisting of eleven (11) "QUEST" maps marked Exhibits 1 through 11 which are hereby specifically referred to and incorporated into this plan by reference and are on file in the office of the Planning Department; and Appendix C consisting of all modifications made to the plan as originally presented to the public and amended throughout or as the result of public inputs.

I further move that the chairman and the secretary of the Planning Commission be instructed to indicate the approval of this Commission by affixing their signatures to the front and back pages of the Proposed Skamania County Comprehensive Plan "A" as well as to the main map contained as a part thereof.

DATED this 5 day of JULY, 1977.

\_\_\_\_\_  
Chairman

MOTION so made by Jim Marshall, seconded by Darrell L. McKeown and a roll call vote of each member conducted as

Follows:

	<u>Member's Name</u>	<u>AYE</u>	<u>NAY</u>	
1.	<u>DARRELL WILHOIT</u>	<u>X</u>	<u>      </u>	<i>Darrell Wilhoit</i>
2.	<u>ALBERT GOSIAK</u>	<u>  /  </u>	<u>      </u>	
3.	<u>CHRISTIAN L. ENGLEMAN</u> ABSENT	<u>      </u>	<u>      </u>	
4.	<u>JOY KROHN</u>	<u>  /  </u>	<u>      </u>	<i>Joy Krohn</i>
5.	<u>DICK BLAISDELL</u>	<u>X</u>	<u>      </u>	<i>Dick Blaisdell</i>
6.	<u>TIMOTHY COLLINS</u> ABSENT	<u>      </u>	<u>      </u>	
7.	<u>DON CAMPBELL</u>	<u>X</u>	<u>      </u>	<i>Don Campbell</i>
8.	<u>WADE MCNEE</u> ABSENT	<u>      </u>	<u>      </u>	
9.	<u>ALZESTA BERGE</u>	<u>  /  </u>	<u>      </u>	

Notwithstanding anything in this Plan to the contrary,  
all actions of the Planning Commission of a final  
nature are reviewable by the Board of County Commissioners  
upon an application by any aggrieved party with standing.

Amended by Skamania County Board of Commissioners  
July 11, 1977.

I

C O M P R E H E N S I V E P L A N

O U T L I N E

FOR THE SKAMANIA COUNTY PLANNING COMMISSION

PROPOSED SKAMANIA COUNTY COMPREHENSIVE PLAN "A"

CHAIRMAN

SECRETARY

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- C. Distribution By Age and Sex
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IV. LAND USE ELEMENT

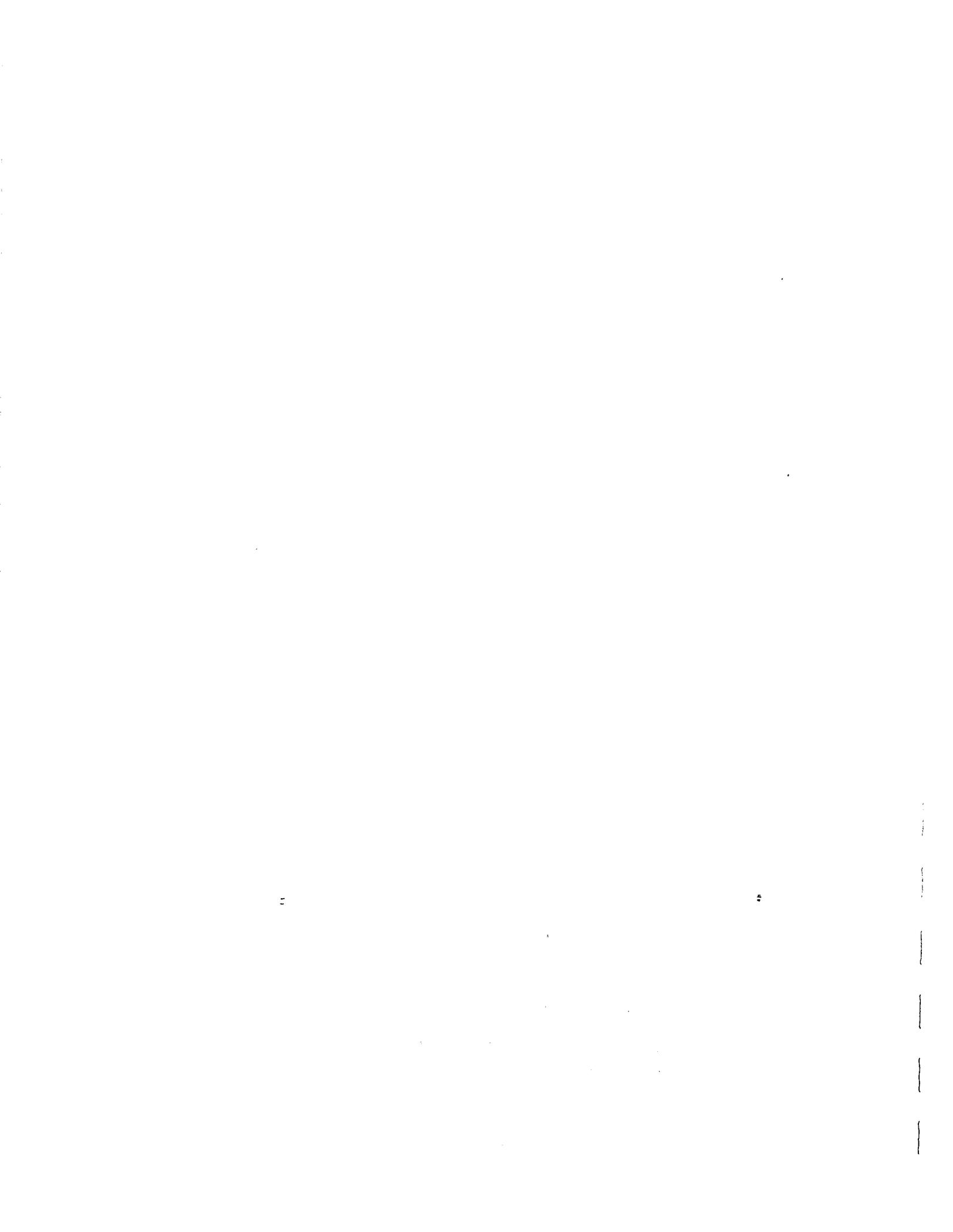
- A. Introduction to Soils Maps
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V. LAND USE PLAN

- A. Introduction
- B. Land Use Area Standards

APPENDICES

- A. Other Plans and Studies
- B. QUEST MAPS and Tabulation Sheets  
(on file in Planning Department Office)
- C. Plan Modifications



A. BACKGROUND

Skamania County, Washington is located on the north shore of the Columbia River where the river cuts through the Cascade Mountain Range. The county runs about forty miles east and west along the Columbia River and extends fifty miles northward into the heart of the Gifford Pinchot National Forest. The town of Stevenson is the county seat. Stevenson is located on the shore of the Columbia River, close to the middle of the county.

Mountainous lands dominate the topography of Skamania County. The elevation ranges from near sea level along the Columbia River up to 9,671 feet at the summit of Mount St. Helens in the north. Along the Columbia River west of Stevenson, the land is formed in level benches or low terraces. To the east of Stevenson mountainous uplands extend to the river. In general, from the river, to the north, the land rises in a series of steep rocky bluffs, with level to rolling benches at the summits. From the Gifford Pinchot National Forest's southern boundary northward the topography is rugged and mountainous.

The climate of Skamania County is temperate and strongly influenced by topography. It is characterized by cool, dry summers, and mild, moist winters. Along the Columbia River annual rainfall varies in an eastwardly direction from 50 to 60 inches in the southwestern part of the county to more than 75 inches near the crest of the Cascade Mountain Range. East of this crest rainfall decreases rapidly to about 35 inches in the southeast corner of the county. Precipitation is higher and temperatures lower with increasing elevation away from the Columbia River. The mountainous valleys in the interior of the County receive annual rainfall of greater than 90 inches.

The town of Stevenson is located on the Henry Shepard Donation Land Claim. George Stevenson bought a portion of the Shepard land in 1893 and laid out the

original town site. He put up two buildings in the lower part of town for a newspaper and his office. Before the town was properly platted there was a boat landing and wood yard west of Shepard's Point.

The County Seat was first located in the community of Lower Cascades, which was west of the present Town of North Bonneville. The county rented a building from Tom Hoffelt. When Hoffelt decided to raise the rent \$5.00 a month, the County Commissioners objected. When trouble ensued over the rent George Stevenson offered the commissioners land to build their own building. He also offered office space in one of his buildings. The commissioners accepted Stevenson's offer of office space and, during the night, in the fall of 1893 they loaded all the county documents on a wagon, took them up the Portage Railroad to Upper Cascades, then loaded them on a fishboat and delivered them at the Stevenson dock. It was after this event that "Stevenson" became the official town name and new county seat. Fortunately, this nocturnal move prevented the historic records of pioneer Skamania County from being lost in the Columbia River flood of 1894. In 1908 the town was incorporated.

The Town of North Bonneville is the only other incorporated community in the County. The town is located five miles west of Stevenson on the shores of the Columbia River next to the Bonneville Dam. In 1933 work began on the dam and North Bonneville sprang to life as a boom town. It was a spontaneously assembled community, built with whatever materials were available and put together in a rush to meet the needs of construction workers arriving by the hundreds in the area. When the Bonneville Project was completed in 1938 the town remained.

A second powerhouse is now under construction at Bonneville Dam. The site of the new powerhouse will cover over 90% of the existing town of North

Bonneville. The new town will be relocated west of the present town, on the east side of Hamilton Creek and south of Greenleaf Slough. Site selection and design for the new North Bonneville has been the result of an intensive multi-disciplinary planning effort over a two year period. A Relocation Planning Study was done in 1973 by the Evergreen State College, Urban Planning Group. The final site selection and town design study was completed in June of 1975 by the firm of Roysten, Hanamota, Beck & Abey of San Francisco.

The fur trade was the first great incentive for coming to the Columbia Gorge. The Beaver Hat was the item of fashion which made men seek the area's woods and waters for pelts. However, it was the Donation Land Claim Law of 1850, and later the Homestead Act, which allowed people to obtain title to land, that brought people here to settle. Cutting wood for the wood-burning steamships that plied the Columbia River was the first occupation in the county. Commercial fishing for salmon and sturgeon, lumbering and farming soon followed.

For a time commercial salmon fishing with fishwheels was an important source of income in the area. These structures, which resembled ferris wheels, dotted both sides of the Columbia River from Upper Cascade Village (just west of Stevenson) to Beacon Rock. A cannery was located at Warendale, Oregon. The fishwheel was outlawed in Oregon in 1926 and 1934 in Washington. Since then the commercial salmon fishing on the Columbia River has dwindled to only a minor source of economic importance to the county. The primary commercial fishery in the area now is the Indian net fishing in the Bonneville pool. A limited non-Indian commercial fishery is permitted below the Bonneville Dam.

Logging and lumber mills have become the mainstay of the county's economy. The earliest saw mills date back to the mid 1850's. The Bradford brothers Daniel and Putnam, built a mill on their donation land claim west of Stevenson at Ashes Lake and Felix G. Iman had a mill west of Rock Creek in Stevenson. Today there are four lumber companies within the county.

In 1969 the County retained the consultant firm of Barnard and Burk of Portland, Oregon to prepare a land use plan. The completed Plan was entitled Preliminary Land Use Plan, Skamania County 1969. The Plan was primarily an inventory of existing conditions within the County. The basic purpose of the Plan was to provide basic information on which future planning could be based. The Plan summarized the existing land uses, conditions and general problems within each of the several community areas in the county. It recognized the limited amount of developable land and anticipated future development would follow established trends.

The County hired its first professional planner in 1970. The planning staff presently includes three planners and a secretary. Since 1971, the staff has prepared Subdivision Ordinances, a Mobile Home Park Ordinance, a Camping Club Ordinance, and a Shorelines Master Program and Permit Ordinance for the streams and lakes regulated by the State Shorelines Management Act.

The County Planning Commission, established in 1966 is a ten member Commission with three members from each County Commissioner District and a member at large. One of the responsibilities of the Commission is to review developmental permits under the various Planning Ordinances mentioned above. The Planning Commission has taken part in the drafting of these Ordinances and the development of this land use Comprehensive Plan.

## B. NATURE AND PURPOSE OF THE PLAN

This Plan includes that portion of the County south of the Gifford Pinchot National Forest boundary, and the upper Wind River Valley and the upper Little White Salmon River Valley within the National Forest. The focus of the Plan is land use and physical development. The Plan is based on the soil capabilities and land ownership pattern, and the timberland and wildlife resources. It represents a statement which puts forth major ideas concerning the desirable future development of Skamania County.

The pace of development has in recent years increased in Skamania County. Residential subdivisions, Mobile Home Parks, public parks and other public facilities have been planned and constructed. A major federal project, the new Bonneville Power House, is now under construction. The adjacent town of North Bonneville will be relocated as part of this project. The impact of this project is only beginning to be experienced in our area.

Many of these new developments, both public and private, are regulated in some way. However, there is no overall plan for the future development of Skamania County. The major goal of the proposed Plan is to provide for the orderly development of the County. This goal is consistent with State law, specifically the Planning Enabling Act, Section RCW 36.70.010.

The philosophy, goals and policies of the proposed Plan are a manifestation of the belief that development must be regulated to suit the natural qualities of our area, and to preserve and enhance the quality of life we now have in Skamania County.

The Plan identifies certain areas as more capable of supporting development or growth. An orderly physical development would be achieved by fostering growth in some areas, and limiting growth in others. This would be accomplished by the adoption of policies and standards, and the implementation of these, by local government.

In potential growth areas, or the more populated areas, local governments will be encouraged to provide public improvements, such as roads, water supply and electrification. Along with this, a higher density will be allowed in growth areas. Public improvements and higher allowable densities will stimulate private development to locate in suitable areas. Conversely, development in unsuitable areas will be discouraged by the Plan.

The Plan is intended for use by the Board of County Commissioners and the County Planning Commission in acting upon proposals and issues concerning physical development. It is also intended for use by other County Departments and other units of government. It should be a useful tool for guidance in implementing programs and projects.

Private citizens and special interest groups will find the Plan useful in making decisions regarding land development and property purchase. Copies should be made available to every citizen upon request. It is important that interested citizens have easy access to the Plan.

The Plan itself should be updated from time to time, and may have material added occasionally. Elsewhere in this Plan it is recommended that the Board of County Commissioners review the Plan annually and consider revisions in light of any recent matters or actions. Any modifications would require public hearings and publication of proposed changes.

The Plan will serve as a guide to future decisions on land development projects and programs. It is generalized and does not get overly involved with detail. The Plan is not a regulation in itself. It is not zoning, however, some areas are suggested for zoning in the future under the Plan. The net effect of implementing the Plan will be that of having public and private interests working together, particularly in regard to land development.

## C. GOALS AND POLICIES

### 1. GENERAL GOALS

Goals and objectives are often considered to be the cornerstone of the planning process. A goal is an expression of an ideal and desirable end. Over a period of time the goal remains constant and may never be completely attained. In developing a comprehensive plan, state law declares an obligatory general goal, and this is repeated here in slightly modified form as the basic goal of this plan:

- (1) "To provide for the orderly future physical development of Skamania County."

In clarifying this goal several other related goals are herein developed.

"Physical development" refers to both public and private improvements. Public improvements are such things as water supply systems, roads, bridges, schools, and fire stations. Public improvements are provided by governments because private enterprise does not normally provide these items, or it has become customary for government to do so. The reasons for this will not be explored here, there are many economic texts dealing with this subject. The point to be made here is that private development (industrial, commercial and residential) is dependent on the provision of public facilities provided by governments. Therefore it is necessary

- (2) "To coordinate public and private interests in land development."

It is noteworthy that the existing county subdivision and mobile home park ordinances are a significant step in attaining this goal.

In the development of our county, improvements (public and private) should be made intelligently and efficiently, and have a wholesome effect upon our communities. Two related goals are put forth in this regard.

- (3) " To promote effective planning and scheduling of improvements so as to avoid conflicts, duplication and waste."
- (4) "To promote improvements which make our communities more liveable, healthy, safe and efficient."

Who determines what is "orderly" development? There are many people and agencies involved in the process of development. The Board of County Commissioners, county departments, special districts, and state and federal government all play a part. Individual private citizens and special interest groups also play significant roles in determining how development takes place. The general public can have a major influence on development issues and decisions by the election of representatives, by participation at public meetings and hearings, by participation on committees such as the planning commission and solid waste committee. People should be concerned about development of the county, and are especially concerned when development may have an effect on their immediate environment. Some structure or framework for orderly development is provided by this plan. However, the plan represents a reference or departure for future actions. Therefore two goals are suggested for citizen participation.

- (5) "To create opportunities for citizens to take part in planning activities."
- (6) "To provide opportunities for citizen participation in making governmental decisions regarding land development."

The plan looks into the "future" yet it is not a finished product. It cannot be! It could be appropriate for twenty years with no changes, but this is unlikely. It is not the intent of this plan to foreclose on future opportunities brought about by technical innovation, new ideas and changing attitudes. The plan should remain open to periodic review and subject to revision. The plan is a long-range view of our county's development, and this should be taken into consideration when making decisions. Therefore the last general goal is

- (7) "To integrate long-range considerations into the determination of short-range actions."

Policy is a specific course of action by which goals may be achieved. If the above goals are to be realized then policies should be adopted to guide the development of the county. The policies listed below are broken into a framework of various types as noted. It is intended that these policies, along with the above goals, be used as a basis for decision making, and that they be frequently reviewed and consulted. These policies will also be the guide to implementation of this plan.

## 2. LAND USE POLICIES

### a. General

The three land use areas designated in this Plan are differentiated from one another by intensity and type of uses which may occur in each area. The idea of three different developmental areas is the central concept of this Plan. The actual standards for each area may be found elsewhere in this text. Immediately following this subsection are specific policy ideas for each area.

In addition to specific policies for the three land use areas, some general policies need to be cited. These are central to making the Plan work.

- (1) Any zoning done in the future shall be guided by this Plan.
- (2) Parcels of land substandard in size and predating adoption of this Plan, may be developed (built upon) subject to any other regulations in effect at the time of development.
- (3) All development will conform with all Federal, State and local requirements.
- (4) Land use patterns which minimize the cost of public improvements, such as water supply and sewage facilities, should be encouraged.
- (5) Promote the revitalization of older or declining areas to capitalize on existing public investments (water systems, streets, electrification, telephone service, etc.) and private investments (buildings, driveways, landscaping etc.)

Industry is important to Skamania County because it provides employment opportunities. Job opportunities are necessary for people living in our area, otherwise people may be forced to seek work in other areas, breaking family and social ties. On the other hand, our area, particularly the Columbia Gorge,

is renowned for its scenic beauty, and consideration must be given to this in the establishment of industry. Policy with regard to land use and industry is to:

(6) Encourage industry which would have minimal adverse environmental or aesthetic effects.

(7) Promote compatibility of industry with the surrounding area or community by fostering good quality site planning, landscaping, architectural design, and a high level of environmental standards.

A number of small commercial areas, such as a single store and gas station, are scattered throughout the County, and these serve a necessary function in each community. Some medium sized commercial development exists in the Carson community, where commercial uses are increasing. New commercial development can create traffic safety and aesthetic problems. Therefore, a few specific policies for this type of land use are proposed.

(8) Encourage new commercial enterprises to locate within or near existing commercial areas to avoid further scattering and to better serve the public.

(9) Encourage commercial development that is convenient, safe and pleasant to the general public.

(a) Require that new establishments provide off-street parking adequate for its needs. Pooled or joint use parking areas for adjacent developments may be utilized.

(b) Regulate access points for vehicular traffic for commercial areas to prevent unsafe conditions.

(c) The design of commercial sites, buildings, and signs should be compatible with surrounding areas.

(d) Landscaping may be required as a buffer when commercial use adjoins residential or farm property.

Many outstanding natural features occur in Skamania County. The Columbia Gorge is the most prominent natural feature and is the focus of identity for most of our area. The Gorge is rich in geological, Indian, and pioneer history. There is strong local interest in maintaining high environmental values within the Gorge. There are also many lakes, streams, rocks, and forest areas which possess great natural beauty. Land developments sometimes intrude upon these natural features. Therefore, some policies in this regard should be set.

(10) Projects proposed in the Columbia Gorge will be reviewed to assure that the usages are not detrimental to the character of this area. (It is noted here that the State Surface Mining Act Permits, and the county's subdivision, mobile home park, and camping club ordinances have provisions for review of this type.)

(11) Promote standards and regulations which preserve the quality of our rivers, streams, lakes, and the Columbia Gorge.

(12) Encourage types of development which will complement natural conditions.

(13) Distinctive natural features should be retained and incorporated into the design of land development projects.

The plan is put together on the premise that the land use areas designated are each best suited for the uses proposed therein. However, it is not the intention of this plan to foreclose on future opportunities which may be made possible by technical innovations, new ideas and changing attitudes. Therefore,

(14) Land uses which are considered by this plan to be inappropriate in any of the three land use areas may be established, subject to public review and approval by the County Planning Commission. (Such uses might include light industrial facilities, small commercial businesses, airstrips, portable sawmills, and other wood processing equipment.) In regard to the above policy, it is proposed that the county planning commission review, and grant or deny, all requests for uses considered inappropriate. In the event of denial by the planning commission, appeal may be made to the Board of County Commissioners. The county planning department will be responsible for processing requests under this policy.

b. Rural 1 (See map page 93)

(1) The Rural 1 land use area is intended to foster the optimum utilization of land within the growing areas of the county through provision of public improvements and the allocation of a greater variety of uses than allowed in the other two land use areas.

The Rural 1 land use area is that area which is best able to support growth. There are about twelve square miles of land within the designated area. All of the existing, denser development is within this area. The character of this existing development is essentially rural, and it is not the intention of the plan to significantly alter this character.

Not all of the land is presently developed, or lived upon. With fully developed water and sewer facilities it is theoretically possible that lands in this category could support a population of over 75,000 people. This calculation is given below:

3 families/acre = 10 people  
one square mile = 640 acres

10 people x 640 acres x 12 square miles = 76,800

This plan does not recommend a population increase such as this, or that population limits be established. The plan does recognize that the Rural 1 areas are more suitable for development and asks that the policies listed above and below be promulgated in these areas.

(2) Local governments and agencies should consider the Rural 1 area for public improvements over other areas.

(3) Promote the revitalization or redevelopment of older neighborhoods within the Rural I land use area to take advantage of existing public investments such as water systems, electrification and telephone service, and to reduce pressure for the development of new lands.

(4) Encourage a variety of housing types and building concepts such as the "planned unit development". This is a concept that permits more flexible site design and clustered housing with compensating open spaces that are in keeping with the density objectives of the comprehensive plan.

(5) Multi-family units should be located within walking distances of shopping areas or other community facilities such as parks and schools.

(6) Provide for community level recreational needs and open space by promoting acquisition of lands for small parks in areas where future build-up is expected to occur.

(7) Developments within the built-up areas should provide for pedestrian traffic in a way that makes walking a desirable alternative to driving automobiles.

(8) The design of local roads and streets should discourage through traffic in residential areas. Loops, cul-de-sacs, and "T" intersections should be utilized.

(9) Surface water problems should be reduced by encouraging the retention of natural vegetation or the provision of landscaped areas, and by the requirement that adequate drainage ways be maintained in each new development.

Some of the unincorporated Rural 1 areas such as Carson are experiencing growth, and some incompatibility between land uses are apparent. As these areas continue to develop some more definitive regulations will be in order. Many people are opposed to the idea of zoning. However, new ideas such as "performance zoning" make it possible to work out minimal zoning proposals that would not be overly restrictive. It is not the attitude of the county to impose zoning. The impetus for such regulations will likely have to come from the people that would be effected by such a proposal. Therefore,

(10) Lands in the Rural I land use category should be considered for zoning in the near future, provided that property owners affected show an interest in having such regulations.

c. Rural 2 (See map page 93)

(1) The Rural 2 land use area is intended to provide for rural living without significant encroachment upon lands used for agriculture and timber.

This land use area is the middle range developmental level suggested by this plan. The lower density will help to protect agricultural and timber lands from "suburban" type development, and should maintain the rural character of this area.

Not many people in our county sustain themselves by farming exclusively. There are a few dairy farms and orchards scattered through the county, and some families grow much of their own food. But good agricultural land is becoming scarce. The majority of good agricultural land is within the Rural 2 area and more intense development of these lands is permissible under this plan. Be this as it may, the following policy is put forth in regard to the development of agricultural land within the Rural 2 area.

(2) Prime agricultural lands, comprised of soils identified by the Soil Conservation Service as class II and III, should be given lower priority for development than other lands.

Recreational uses are permissible within the Rural 2 areas but some clarification is necessary. The focus of recreation in this land use area will rarely be that of serving the local community. The emphasis will most surely be on private development attracting people from the Portland-Vancouver metropolitan area. We must insure that these types of land developments do not lessen the value of adjacent lands or make conditions unpleasant for those living nearby.

(3) Require compatibility between recreational developments and their environs.

(a) Noise levels in adjacent areas should not be appreciably increased by new development.

(b) Adverse visual impacts upon adjacent property must be taken into consideration. The design and site layout should be such that this impact is lessened or mitigated.

(c) Access roads to recreational developments should not interfere with, or bring concentrations of traffic to, existing residential areas.

d. Conservancy (See map page 93)

(1) The Conservancy land use area is intended to provide for the conservation and management of existing natural resources in order to achieve a sustained yield of these resources, and to conserve wildlife resources and habitats.

Much of the Conservancy land use area is characterized by rugged terrain, steep in slope and unsuitable for development of any kind. Logging and timber management are main use activities which take place in this area. Recreational activities of an informal nature such as fishing, hunting, and hiking occur in this area although formal recreational developments may occur from time to time. Policies similar to those developed in the preceding subsection (see Rural 2), should be applied to recreational developments in the Conservancy area and these are repeated here.

(2) Require compatibility between recreational developments and their environs.

(a) Noise levels in adjacent areas should not be appreciably increased by new development.

(b) Adverse visual impacts upon adjacent property must be taken into consideration. The design and site layout should be such that this impact is lessened or mitigated.

(c) Access roads to recreational developments should not interfere with, or bring concentrations of traffic through existing residential areas.

### 3. Coordinative Policies

The major intergovernmental coordinating body within our County is the Skamania Regional Planning Council. In 1973 the County and the towns of North Bonneville and Stevenson, joined together to form the Council. Other governmental entities within, or operating within, our County have joined the Council.

The Council is not directly involved in land use planning. This role of planning falls on the County and Town governments. The Council receives funds from the Federal and State governments for land use planning and these are passed on to local governments. The Council functions solely within the County area as a Council of Governments, although some of the member organization's jurisdictions actually overlap into other counties, such as the Gorge Commission.

The Regional Council is the local clearinghouse for A-95 Reviews. These reviews are a Federal requirement, and provide local input to the funding agency on requests for grants. In coordinating proposals and plans, two policies are recommended to the Council for implementation:

(1) The Regional Planning Council should take into consideration the County Comprehensive Plan when conducting business relative to land use.

(2) A local requirement of A-95 Review should be that applicants show how their proposal correlates with the Comprehensive Plan of the County, or the Comprehensive Plans for the Towns.

Many governmental agencies, commissions and boards are involved in making decisions which affect land use. Proposed below are policies which provide for coordinating amongst these various entities.

(3) Federal and State agencies will be requested to consider the County Comprehensive Plan prior to implementing projects.

(4) Special districts and organizations such as the Mid-Columbia Economic Development District, Port District, and Columbia Gorge Commission, should be required to coordinate proposed programs and projects with the Comprehensive Plan prior to implementation, and these organizations should coordinate any general or overall plans with the Comprehensive Plan.

Special interest groups and individuals also make decisions affecting land use. In regard to special interest groups, and in the interest of coordination, it is recommended that:

(5) Special interest groups such as the Overall Economic Development Plan Commission, Columbia Gorge Commission, Water Quality Management Commission, and Solid Waste Committee, should coordinate their planning efforts with the Comprehensive Plans of the County and Towns in developing proposals and implementing projects.

(6) The Washington State Columbia Gorge Commission should be consulted with regard to projects that significantly affect areas within their jurisdiction.

#### 4. Legislative Policies

In regard to this Plan, the Board of County Commissioners is the legislative authority. The Board shall consult this Plan on any matters concerning physical development, and in dealing with matters coming before it with regard to this Plan. It is recommended that:

- (1) The interests of the community at large be promoted
- (2) The rights of individuals to develop their own property be respected.
- (3) Projects be reviewed at meetings open to the public
- (4) Wise decision-making be promoted by the provision and consideration of technical and legal information regarding land development.

The Board of County Commissioners appoints or establishes various committees and groups which from time to time make recommendations to them, such as the County Planning Commission. These committees provide citizen input as part of a democratic process in reviewing proposals and projects. The committees conduct their own meetings and reviews, and forward recommendations to the Board for legislative action. It is recommended that this process be continued and that:

- (5) The Board facilitates and encourages the review by the appropriate committee or organization for any program or project required to relate to this Plan.
- (6) The Board solicits and gives strong consideration to recommendations from committees or organizations reviewing programs or projects related to this Plan, prior to legislative action.

Occasionally proposals will arise which are not in agreement with this Comprehensive Plan. It is the idea of this plan to be generally applied to the lands within the planning area and retain some degree of flexibility. Therefore, in regard to nonconforming proposals it is recommended that :

- (7) Any proposal which does not conform to the Comprehensive Plan shall be reviewable by the County Planning Commission.
- (8) Parties seeking to implement projects not conforming to the Plan shall furnish all pertinent information necessary for the review of their proposal.
- (9) In granting a use which does not conform to this Plan, the Planning Commission shall ensure that:
  - (a) The use not be detrimental to the public welfare or injurious to other property in the vicinity.
  - (b) Property owners of contiguous properties are informed of the proposal by letter and given opportunity to comment.
  - (c) The use is not a special privilege totally inconsistent with the Plan.

In regard to the above three policies, also see Subsection 2, LAND USE POLICIES, Part a, General in this section of the Plan.

## 5. Administrative Policies

Although other agencies make recommendations about physical development, the Board of County Commissioners is the final authority on matters dealing with this Comprehensive Plan. However, when a plan such as this is completed, it is necessary that agencies be responsible, and mechanisms be effectuated, to assure compliance by those involved with land development, and to assure that the plan is given periodic review for possible updating. To this end, the State Legislature has enacted certain laws, and some of these are noted to supplement the policies given below.

(1) In reviewing proposed subdivisions, short plats, mobile home parks and similar types of projects, the County Planning Commission and Planning Department shall assure the conformance of proposals to the standards and purposes of this Comprehensive Plan, (RCW 36.70.680 and RCW 58.17.100).

(2) Building permits, septic tank permits, or other development permits issued by the County for any project not in conformance with this Comprehensive Plan would be subjected to strict review.

(3) Any local governmental agency within the unincorporated area of the County shall annually submit a list of proposed public works projects to the County Planning Commission and Planning Department, which shall then submit a report to the Board of County Commissioners regarding the conformance of the proposed projects to the Comprehensive Plan, (RCW 36.70.520 and RCW 36.70.530).

(4) County improvement projects (public works, roads, parks etc.) will comply with the policies, regulations and designated land uses of the Comprehensive Plan.

(5) The Comprehensive Plan should be reviewed annually by the County Planning Commission and Planning Department for possible revisions in light of the previous year's experience. Amendments proposed will then be referred to the Board of County Commissioners for legislative action, (RCW 36.70.410)

The Shorelines Management Act of 1971, is a State law which requires permits for land development within 200 feet of certain designated streams and lakes. A Shorelines Master Program has been adopted and is administered through the County Planning Department. A relationship between the Shorelines Program and this Comprehensive Plan should be established. Therefore, it is recommended that:

(6) Projects needing shorelines permits shall be required to be in conformance with the standards and purposes of the Shorelines Master Program.

(7) In the event of a conflict between the Shorelines Master Program and the Comprehensive Plan, the Shorelines Master Program shall take precedence.

The State Environmental Policy Act, also enacted in 1971, mandates environmental protection as an obligation upon every governmental agency. The Act requires that environmental considerations become a normal, working part of the decision making process. This law requires that the responsible governmental agency demonstrate that the significant environmental factors of a project be identified, described and considered prior to official governmental action. The Act affects both public and private proposals.

A determination is made on all projects or proposals as to the significance of their impacts. Projects of major scope which will significantly affect the environment require an in-depth study, an Environmental Impact Statement. The Comprehensive Plan can be a useful tool in determining if an EIS is necessary. The Plan is based on the assumption that the uses indicated in each land use area are environmentally appropriate, and the uses not specified are likely inappropriate. Therefore:

(8) Project proposals which do not conform to the standards and purposes of this Comprehensive Plan should be given strong consideration for the requirement of an Environmental Impact Statement.

II.

CIRCULATION  
ELEMENT

## CIRCULATION ELEMENT

### A. EXISTING ROAD SYSTEM

Skamania County's road system is made up of two State Highways (14 and 140) and a system of county roads. The two state highways and the major county roads are all paved, two-lane roads. State Highway 14 has three-lane passing sections, one is located west of Prindle on the grade ascending Cape Horn and the other passing lane is on a grade east of the Wind River Road junction.

The following is a brief description of the areas served by and the principal function of each major road in Skamania County:

State Highway 14 - This route is the major state highway along the Columbia River from Vancouver to Pasco. Its primary function is to carry intrastate and through traffic. Since the major segment of the county population lives within the Columbia River Gorge this highway also carries a large amount of local traffic.

State Highway 140 - This highway serves primarily as an inter-county road connecting State Highway 14 with the upper Washougal River area. This road is also an alternative route from the town of Washougal to Prindle.

County Roads - Table \_\_\_\_\_ lists the County arterials and collectors.

The area served by the county arterials and collectors are shown on the Road Map. The function of the various county roads is explained below under Functional Classification.

### Functional Classification

The Road Map shows the major road system in the county with each route designated by its specific function within the overall system. The elements of the functional classification system are defined below:

Primary Arterials - Provide for traffic movement between communities, areas in the community, and major traffic generators. They also provide a link between long haul freeways and the land service road pattern. In rural areas such as Skamania County, the primary arterial is usually the highest type facility that can be justified by traffic movement, regulation of parking, access control, restriction of turning movements and automatic control devices are required. Responsibility for construction, maintenance and operation can be Federal, State and County or municipal. Design of primary arterials should provide for two to four moving traffic lanes within minimum rights-of-way of 100 feet. Land width should be a minimum of 11 feet with median separation and turn bays in areas of high turning movements. Design speeds range from 35 mph in urban areas to 55 mph in rural areas. State Highway 14 is the only primary arterial in the County.

Arterial - This category forms the transition from the minimum access of the primary arterial to the almost complete access of the collector road. The arterial provides occasional access points into abutting property but its main function is to provide frequent contact with numerous collector roads. The limited number of intersections with primary arterials permitted by the use of arterials provides a convenient distribution system into the collector and local access roadways. Responsibility for construction, maintenance and operation is Federal, State, County or municipal. The design of arterials should provide for two to four 12-foot traffic lanes with design speeds of 35 mph in urban areas to 55 mph in rural areas. The minimum rights-of-way should be 60 feet on all new construction. State Highway 140 is an arterial highway.

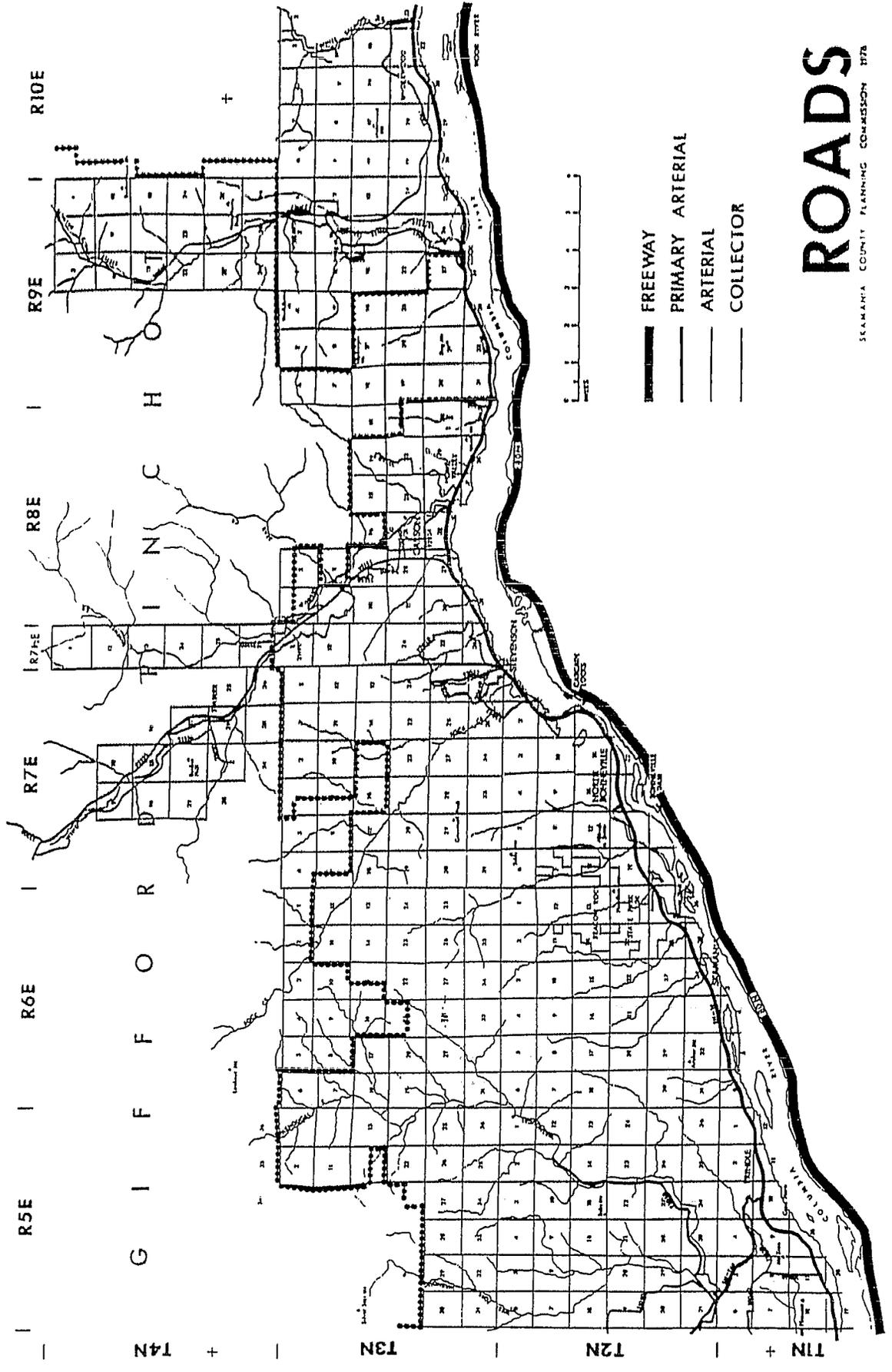
Collectors - The collector road is basically a local road where traffic

service is given slightly greater emphasis. As its name implies, this type of road collects traffic from residential roads and carries it to the arterial system. Responsibility for construction, maintenance and operation is by the county. The design of collectors should provide for two 11-foot travel lanes (minimum) within a right-of-way of 60 feet (minimum for new construction).

Local Access Roads - The primary function of these facilities is that of providing direct access to abutting property. It is undesirable to have through traffic moving on these routes. Responsibility for construction, maintenance and operation is by the county. The design of the local access should fit the land service function. In industrial and commercial areas where there is considerable truck traffic, sufficient turning radii and maneuvering area should be provided. In residential areas, the road should be designed to add aesthetic qualities to the area and to discourage through traffic. A minimum of two travel lanes should be provided on a minimum right-of-way of 60 feet. Travel lanes should be a minimum of eleven feet.

TABLE I  
SKAMANIA COUNTY ROADS  
JANUARY 1976

FUNCTIONAL CLASS	ROAD AREA	ROAD NUMBER	ROAD NAME	LENGTH
Arterial	1000	91060	Washougal River road (FAS 619)	7.49
	2000	92027	Foster Creek Road (FAS 1416)	0.40
	2000	92034	Hot Springs Avenue (FAS 488)	1.99
	2000	92062	Kanaka Creek Road (FAS 1417)	2.00
	2000	92028	Loop Road (FAS 620)	7.06
	2000	23200	Meadow Creek Road (U.S.F.S. N73)	15.86
	2000	92027	Ryan-Allen Road (FAS 1416)	1.27
	2000	92027	Second Street Extension (FAS 1416)	0.48
	2000	92135	Wind River Road (FAS 264)	15.10
	3000	93041	Cook-Underwood Road (FAS 493)	14.40
	3000	93085	Jessup Road (FAS 1418)	1.33
	3000	93087	Willard Road (FAS 1419)	3.55
SUB-TOTAL	ROADS	12		MILES 70.93
<hr/>				
COLLECTOR	1000	10040	Belle Center Road	3.44
	1000	11030	Mt. Pleasant Road	2.03
	1000	11080	Sky Road	3.76
	2000	20530	Bear Creek Road	1.95
	2000	20640	Gropper Road	0.61
	2000	21410	Hemlock Road	1.39
	2000	21450	High Bridge Road	0.96
	2000	21370	Little Soda Springs Road	6.36
	2000	20490	Metzger Road	2.06
	2000	21480	Old State Road	1.78
	2000	21390	Panther Creek Road	0.88
	2000	20540	Smith-Beckon Road	1.33
	3000	30360	Berge Road	3.65
	3000	30400	Bergen Road	0.76
3000	30860	Oklahoma Road	7.66	
SUB-TOTAL	ROADS	15		MILES 38.62
<hr/>				
LOCAL	1000	78	..... Number of Roads	Miles...63.51
	2000	125	..... Number of Roads	Miles...34.52
	3000	64	..... Number of Roads	Miles...40.89
SUB-TOTAL	ROADS	267		MILES 138.92
<hr/>				
TOTAL	ROADS	294		MILES 248.47



# ROADS

SEAMANA COUNTY PLANNING COMMISSION 1978

## B. TRAFFIC VOLUME AND CHARACTERISTICS

Traffic counts taken by the Washington State Highway Department were used to prepare Table II which shows traffic volumes on the major transportation routes in the County. Table II also includes traffic counts over the Bridge of the Gods. The bridge traffic volumes were provided by the Port of Cascade Locks, Cascade Locks, Oregon. All counts represent average annual daily traffic (ADT).

SR-14 carries the heaviest traffic volume in the County. The traffic volume increases from the Clark County line and reaches a peak ADT at the east corporate limits (ECL) of Stevenson for most of the years shown in Table II. From the ECL of Stevenson, the traffic count decreases eastward except for a sharp increase at the Klickitat County line. The ADT at the Klickitat County line has exceeded the ADT at North Bonneville since 1971. The ADT on SR-14 has increased at a moderate steady rate. The gas shortage of 1974 resulted in a definite decrease in ADT for that year. The drop in ADT was in direct proportion to the total traffic volume of the highway. The ADT shows a decrease of 100 ADT at the Clark County line and progressively dropped to 150 ADT at North Bonneville and the Bridge of the Gods, and 200 ADT at Stevenson at Wind River junction. Progressing east, the count decreased to 150 ADT. Another distinctive drop in ADT was in 1967 when the ADT dropped by 100 ADT below the 1966 ADT for all ADT stations from the Clark County to the Stevenson west corporate limits (WCL) except on the south side of the Bridge of the Gods where the count dropped 150 ADT. Another interesting aspect in the ADT record for SR-14 is the peak ADT at the Clark County line which occurred in 1970.

The Highway Department ADT volume records of truck travel on SR-14 for 1968 through 1971 show 5 percent of the ADT is single unit vehicles (including busses) and 6 percent of the ADT is truck and trailer combination vehicles, except from the junction of SR-140 west the percent of truck traffic is 6 and 7 percent respectively. From 1972 through 1974 the truck volume increased to 6 percent for single truck (included busses) units for the entire section of SR-14 in the county and 10 percent for truck and trailer units.

The traffic count stations on SR-140 in Skamania County are limited to two counter stations. SR-140 has received a steady increase in ADT volume since 1964 at the Clark-Skamania County line, except for the gas shortage year of 1974. The traffic count on SR-140 at the junction of SR-14 near Prindle is low because vehicles enter SR-14 from SR-140 via the Salmon Falls Road. The last one-half mile of SR-140 near Prindle has several rather tight curves and is not used by through traffic.

There is insufficient data on the Wind River and Cook-Underwood Roads to make an analysis of the ADT volume. There is some decline in the 1974 ADT from the 1972 ADT which is probably accounted for by the 1974 gas shortage.

The ADT volume over the Bridge Of The Gods has shown a steady increase since 1966 except for a decline in 1967. The decline in bridge traffic for this year also reflects the ADT decline on SR-14 for 1967. The ADT volume over the bridge did not decline in 1974. Apparently the 1974 gas shortage did not affect the bridge traffic volume. ADT records are not available prior to 1966. The Port District records show the auto-with-trailer traffic volume averages 1.36% of the ADT and truck traffic volume averages 7% of the ADT from 1966 through 1974. The Port District anticipates the traffic volume will increase significantly during the construction of the second powerhouse at the Bonneville Dam. The increase in traffic volume is expected from commuters travelling to and from work at the Dam.

TABLE II

TRAFFIC VOLUMES

ROUTE AND MILE POST	LOCATION	Leg of Intersection	AVERAGE DAILY TRAFFIC VOLUME										
			1964	1965	1966	1967	1968	1969	1970	1971	1972	1973	1974
SR-14	Clark-Skamania County Line		1380	1440	1650	1550	1750	2100	2300	2150	2150	2150	2050
21.77	Jct. SR-140	W	1300	1360	1500	1400	1700	1900	1900	1900	1600	1650	1950
26.45	Jct. SR-140	E	1440	1500	1600	1500	1850	1900	1900	1550	1650	1850	1750
38.63	North Bonneville - WCL		1950	1950	1950	1850	1900	2100	2150	2150	2250	2700	2550
39.62	North Bonneville - ECL	S	2350	2400	2450	2350	2400	2700	3000	2850	2950	3100	2950
41.55	Jct. Bridge of the Gods	N	2200	2300	2450	2400	2450	2650	2600	2650	2650	2800	2650
41.55	Jct. Bridge of the Gods		2450	2750	2800	2700	2750	2950	3000	2850	2950	3550	3400
43.92	Stevenson - WCL		2450	2600	2600	2500	2500	2750	3200	2900	2950	3350	3200
44.56	Stevenson - ECL		2400	2750	2750	2800	3100	3650	3500	4000	3900	4550	4350
47.44	Jct. Wind River Road	W	2200	2500	2600	2700	2800	2800	3150	3350	3500	3800	3650
47.44	Jct. Wind River Road	E	1350	1360	1350	1460	1490	1500	1550	1700	1850	1850	1750
49.33	Jct. Hot Spring Avenue	W	970	1320	1300	1390	1420	1500	1550	1650	1750	2000	1900
49.33	Jct. Hot Spring Avenue	E	1550	1850	1900	1950	1850	1900	2300	2550	2550	2650	2500
56.28	Jct. Cooks-Und. Road at Cooks	W	1300	1450	1600	1650	1850	1600	1800	1750	1900	2250	2150
56.28	Jct. Cooks-Und. Road at Cooks	E	1280	1360	1440	1470	1600	1750	1750	1650	1800	1950	1850
63.32	Jct. Cooks-Und. Road at Und.	W	1130	1250	1400	1430	1750	1900	1900	2450	2600	3200	3050
63.32	Jct. Cooks-Und. Road at Und.	E	1600	1800	2000	2000	2400	2500	2550	3050	3300	3500	3350
63.45	Skamania-Klickitat County Line		1600	1800	2000	2000	2400	2500	2550	3050	3300	3500	3350
SR-140	Clark-Skamania County Line		310	330	420	430	470	570	630	660	790	1030	980
8.85	Jct. SR-14 Near Prindle		40	40	50	50	60	40	50	50	30	50	50
14.08	Bridge of the Gods				820	700	770	800	830	910	1020	1160	1200
	Jct. SR-14 at M.P. 41.55												
	(Total ADT Volume Over Bridge)												

2007

TABLE II Cont'd.

ROUTE AND MILE POST	LOCATION	Leg of Intersection	TRAFFIC VOLUMES										
			AVERAGE DAILY TRAFFIC VOLUME										
			1964	1965	1966	1967	1968	1969	1970	1971	1972	1973	1974
Wind River Rd.													
0.00	Jct. SR-14												1020
1.33											1500		1660
3.33											1230		980
5.33											1160		1070
7.33											740		910
9.33											480		530
11.33													
13.33	Road Terminus at Government										730		530
15.10	Mineral Springs												
Cook-Und. Rd.													
0.00	Jct. SR-14 at Cooks								580		680		660
2.05									250		190		210
6.05									240		610		430
10.05											1010		910
14.05													
14.40	Road Terminouys at Underwood												

Source: Washington State Department of Highways; SR-14, SR-140, Wind River Road, Cook-Underwood Road. Port of Cascade Locks; Bridge Of The Gods.

Abbreviations: N, North; S, South; E, East; W, West; ECL, East Corporate Limits; WCL, West Corporate Limits; Rd, Road; Und, Underwood.

C. PROPOSED ROAD PLAN

The present county road system is adequate to serve the immediate and future development within the county. It is doubtful if any new arterials or collectors will be constructed. The primary need in the county is to upgrade present roads. Such upgrading needs required are improved vertical and horizontal alignment. These improvements are presently updated annually within the six-year county road plan. Local access roads are added to the road system by developers as new subdivisions are established.

The State Highway Department has long range plans for improving SR-14 from Ash's Lake (1 mile west of Stevenson) to Home Valley. Plans for this improvement include a new bridge at Rock Creek and Wind River, improving the grade and sight alignment, improving the junction of the Wind River Road and relocating the highway 1 block south through the town of Stevenson. SR-14 will also be relocated from Hamilton Creek (1½ miles west of North Bonneville) to Fort Rains (¼ mile east of North Bonneville) to accomodate construction of the new powerhouse at Bonneville Dam.

The log truck route through the community of Carson should be relocated from its present location. The present route is via the Smith-Beckon Road and Hot Springs Avenue to the log dump at Wind River. This route traverses a developing residential area and the Wind River Middle School. A safer route would be to route logging trucks through Carson via the Wind River Road to SR-14 then east to Hot Springs Avenue to enter the Wind River log dump.

D. PUBLIC TRANSPORTATION

Air Travel - The nearest public air travel is the Portland International Airport.

Bus - The Greyhound bus line has one daily A.M. and P.M. west bound bus service, and one daily A.M. and P.M. east bound bus service in the County. The west bound bus terminates at Portland and the east bound bus terminates at Ellensburg, via Yakima. The nearest ticket agency is at White Salmon, although fares to Portland and White Salmon may be purchased on board the bus. Bus schedules are available at all bus stops.

I I I .

POPULATION

ELEMENT

## POPULATION ELEMENT

### A. POPULATION TRENDS AND PROJECTIONS,

Skamania County's population has steadily increased since the beginning of the present century, except for the decade of 1910 - 1920. Figures 1 and 2 display and give data on this trend. The amounts given in both of these figures do not take into account summer only residents or tourists.

Note in Figure 2 that since 1950 most of the population increase has occurred in Census Divisions 1, 2, and 5, rather than in the immediate Stevenson - North Bonneville area, the central part of the county's population area.

Population increases and decreases are probably most dependent upon the country's demand for wood and wood products, local construction projects, population spillover from neighboring counties due to ~~low property taxes~~, the general attractiveness of the county, and the growth of business and industry in the County. B.S

Population projections for Skamania County vary considerably, as shown in Figure 3, following. Pacific Northwest Bell traditionally tends to be the most accurate, while OPPFM's figures are usually conservative. Construction of the second powerhouse at Bonneville Dam, relocation of the Town of North Bonneville, and resulting fluctuations in the population complicate efforts to project population size. Figure 4, following, shows the population figures and projections for North Bonneville, 1950 - 1985.

Figure 5, gives population figures and projections by census divisions. These figures were prepared by the County Planning Department. It is assumed that the population will continue to grow as it has during the last three decades. The method used was that of a linear projection of the 1950, 1960, and 1970 U.S. census totals on a semi-logarithmic graph. Copies of these are on permanent file in the planning department office. These forecast may be slightly conservative since new construction at Bonneville dam and the future I-205 bridge across the Columbia River east of Vancouver have not been taken into account.

At the end of this subsection is a map of the county showing the Census Divisions and the planning area of this plan. This map can be correlated with any others in the plan.

Figure 1

Skamania County Population Trends 1900-1970

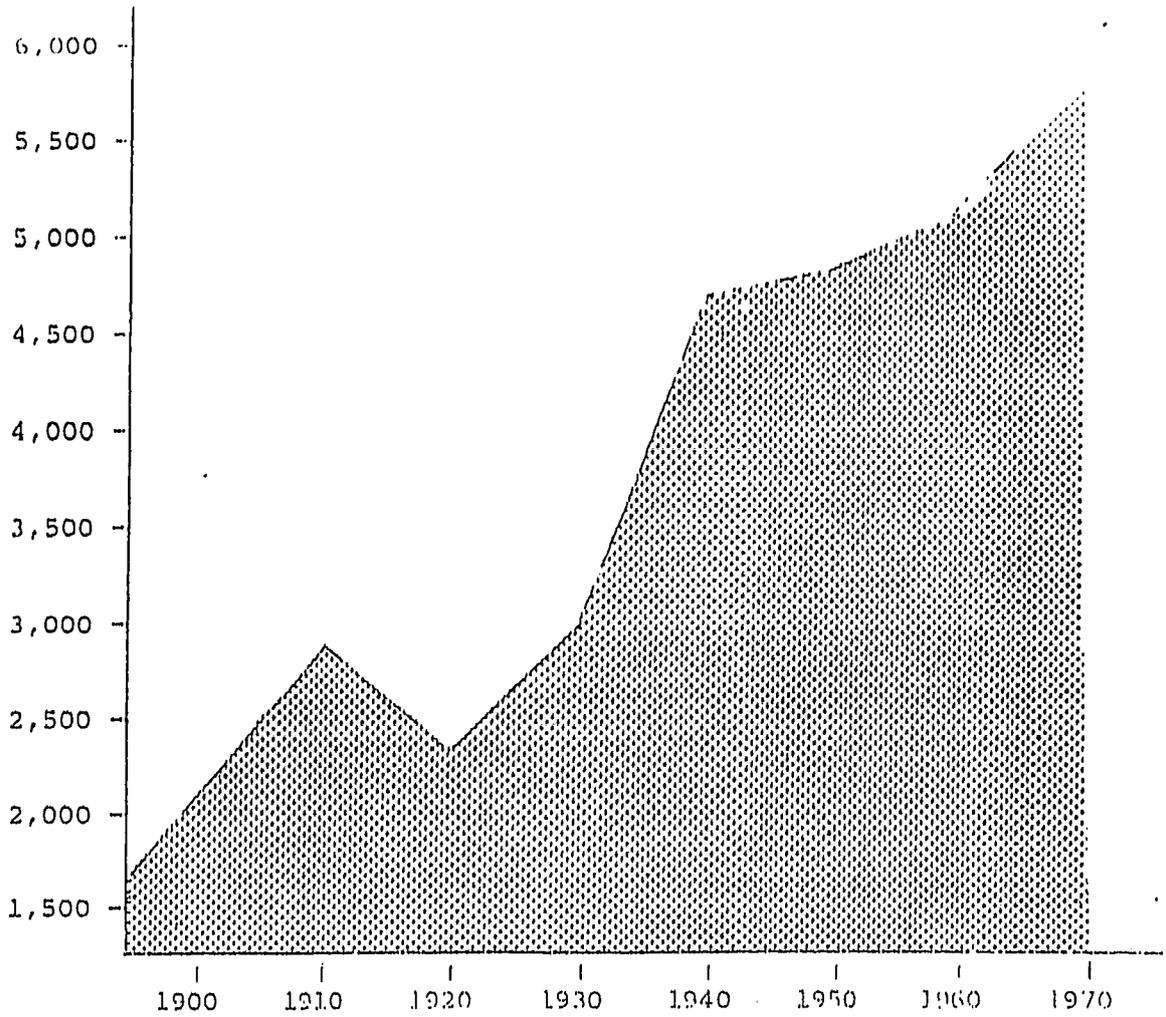


Figure 2

Skamania County Population Trends  
By Census Division 1900-1970

Year	Total County		C.D. #1 North County		C.D. #2 Prindle Area		C.D. #3 Skamania Area		C.D. #4 STV-NBV Area		C.D. #5 Carson Area		C.D. #6 Underwood Area	
	Pop.	# Chng. % Chng.	Pop.	# Chng. % Chng.	Pop.	# Chng. % Chng.	Pop.	# Chng. % Chng.	Pop.	# Chng. % Chng.	Pop.	# Chng. % Chng.	Pop.	# Chng. % Chng.
1900	1,658													
1910	2,837	+1,179 +71.1%												
1920	2,357	-480 -16.9%												
1930	2,891	+534 +22.7%												
1940	4,633	+1,742 +60.3%												
1950	4,788	+155 +3.2%	87		572		296		2,171		1,199	463		
1960	5,207	+419 +8.8%	95	+8 +9.2%	614	+42 +7.3%	349	+53 +17.9%	2,226	+55 +2.5%	1,473	450	+274 +22.9%	-13 -2.8%
1970	5,845	+638 +12.3%	197	+92 +96.3%	821	+207 +33.7%	326	-23 -6.6%	2,314	+88 +4.0%	1,796	401	+323 +21.9%	-49 -12.2%

Source: Figures for 1900-1960 taken from 1960 Census of Population, Vol. 1, Part 2, Washington.  
Figures for 1970 taken from 1970 Census of Population, Vol. 1, Part 49, Washington.

Abbreviations: C.D. - Census Division, Pop. - Population, Invt. - Change, STV - Stevenson, NBV - North Bonneville

Figure 3

Skamania County Populations By Source of Projection 1975-2000

Year	OPPFM <sup>1</sup>	Planning Service, Inc. <sup>2</sup>	Pacific N.W. Bell
1975	5,900	6,900	6,000
1980	5,950	7,500	6,400
1985	6,100	8,300	7,000
1990	6,300		
1995	6,400		
2000	6,600		

<sup>1</sup>Washington State Office of Program Planning and Fiscal Management.  
<sup>2</sup>From Skamania County Economic Base Study, 1967.

Figure 4

Population Figures And Projections For North Bonneville 1950-1985

Year	Population	%Change <sup>1</sup>
	Actual Census <sup>2</sup>	
1950	564	
1960	494	-12.4%
1970	459	- 7.1
	Projected <sup>3</sup>	
1976	550-650	
1977	650-750	+16.7
1978	750-850	+14.3
1979 <sup>4</sup>	900-1000	+18.8
1980	800-900	-10.5
1981	700-900	- 5.9
1982	700-900	
1983-85 <sup>5</sup>	800-1000	
After 1985	1000-1500	

<sup>1</sup>%Change figures for 1976-1982 are based on median populations for those years. No figures are given after 1982 because of uneven time periods.

<sup>2</sup>Bureau of Census figures.

<sup>3</sup>From North Bonneville Relocation and Optimum New Town Design, 1975.

<sup>4</sup>Year of peak construction.

<sup>5</sup>Bonneville Powerhouse Project due to be completed in 1983.

Figure 5

Skamania County Population Projections  
By Census Division From 1980 to 2000

Year	C.D. #1 North County		C.D. #2 Prindle Area		C.D. #3 Skamania Area		C.D. #4 STV-NBV Area		C.D. #5 Casson Area		C.D. #6 Underwood Area		Total County	
	Pop.	#Chng. %Chng.	Pop.	#Chng. %Chng.	Pop.	#Chng. %Chng.	Pop.	#Chng. %Chng.	Pop.	#Chng. %Chng.	Pop.	#Chng. %Chng.	Pop.	#Chng. %Chng.
1970	187		821		326		2,314		1,796		401		5,845	
1980	240	+ 53 + 28	930	+109 + 13	360	+ 34 + 10	2,380	+ 66 + 3	2,200	+404 + 22	385	- 16 - 4	6,495	+ 650 + 11
1990	360	+120 + 50	1,120	+190 + 20	380	+ 20 + 6	2,470	+ 90 + 4	2,690	+490 + 22	360	- 25 - 7	7,020	+ 525 + 8
2000	520	+160 + 44	1,340	+220 + 20	400	+ 20 + 5	2,550	+ 80 + 3	3,275	+585 + 22	335	- 25 - 7	8,420	+1400 + 20

Source: Figures for 1970 taken from 1970 Census of Population, Vol. 1, Part 49, Washington.

Abbreviations: C.D. - Census Division, Pop. - Population, Chng. - Change, STV - Stevenson, NBV - North Bonneville.

Note: C.D. #1, North County, is not within the Planning Area.

B. GEOGRAPHIC DISTRIBUTION OF THE POPULATION

Skamania County is generally classified as a rural county since there are no cities large enough to be termed "urban". As Figure 6 indicates, the percentage of the County population living in unincorporated areas has remained at 76-77% during the last few years. Although the construction of the new Town of North Bonneville will result in a slight increase in persons living in incorporated areas, it seems unlikely that there will be any great change unless major changes in the County's economy occur.

Figure 6

Distribution Of County Population, Incorporated And Unincorporated Areas 1971-1975

AREA	1971		1972		1973		1974		1975	
	#	%	#	%	#	%	#	%	#	%
Entire County	5,900	100	5,900	100	5,900	100	5,900	100	5,900	100
Unincorporated	4,504	76	4,505	76	4,546	77	4,526	77	4,519	77
Incorporated	1,396	24	1,395	24	1,354	23	1,374	23	1,381	23
North Bonneville	470	8	469*	8	480	8	500	8	477*	8
Stevenson	926*	16	926	16	874*	15	874	15	904*	15

\*Actual Census.

Source: Washington State Office Of Program Planning and Fiscal Management.

When population is measured against the total land area, Skamania County has a very low Population density. See Figure 7 below.

Figure 7

Population Density In Skamania County 1973

Measurement	Number	Rank In State*
Square Miles	1,676 <sup>±</sup>	24
Population	5,900	34
Population/Sq. Mi.	3.53	38

\*Based on 39 Counties in the State.

Source: Washington State Office Of Program Planning and Fiscal Management.

R5E

R6E

R7E

R8E

R9E

R10E

T10N

T9N

T8N

T7N

T6N

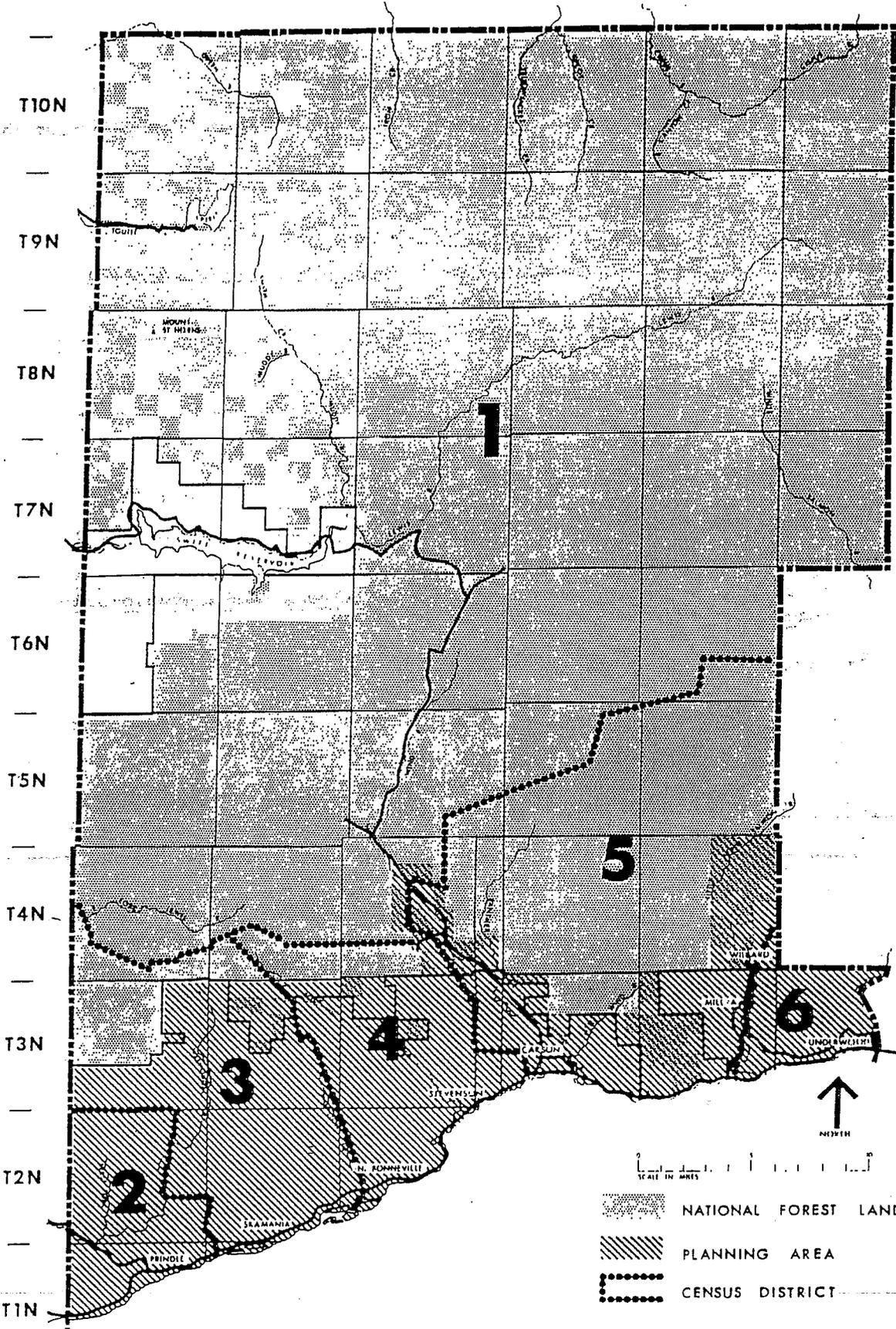
T5N

T4N

T3N

T2N

T1N



# CENSUS DIVISIONS

R5E

R6E

R7E

(7 1/2)

R8E

R9E

R10E

C. DISTRIBUTION BY AGE AND SEX

The median age in Skamania County has been slowly declining during recent decades. See Figure 8 below.

Figure 8

Age of Population, Skamania County & Washington State, 1950-1970

Age	1950	1960	1970
Median Age in County	31.7	30.9	29.2 *
Median Age in State	30.9	29.5	27.5 **

\* This figure, based on Skamania County Census Division 1, 3, 4, 5, and 6, is taken from Bingen/White Salmon, Washington, Mission Survey. Lutheran Mission Research, 1973.

\*\* Source? U.S. Census Bureau.

The Skamania County Economic Base Study suggests this declining median age is due to the outward migration of people within the 18-45 age range and to children now being born to the World War II baby boom generation.

Figure 9, following, illustrates the distribution of the population in 1970 according to age and sex. The largest age group by far was that of 5-14 year olds. This group made up 23% of the 1970 population.

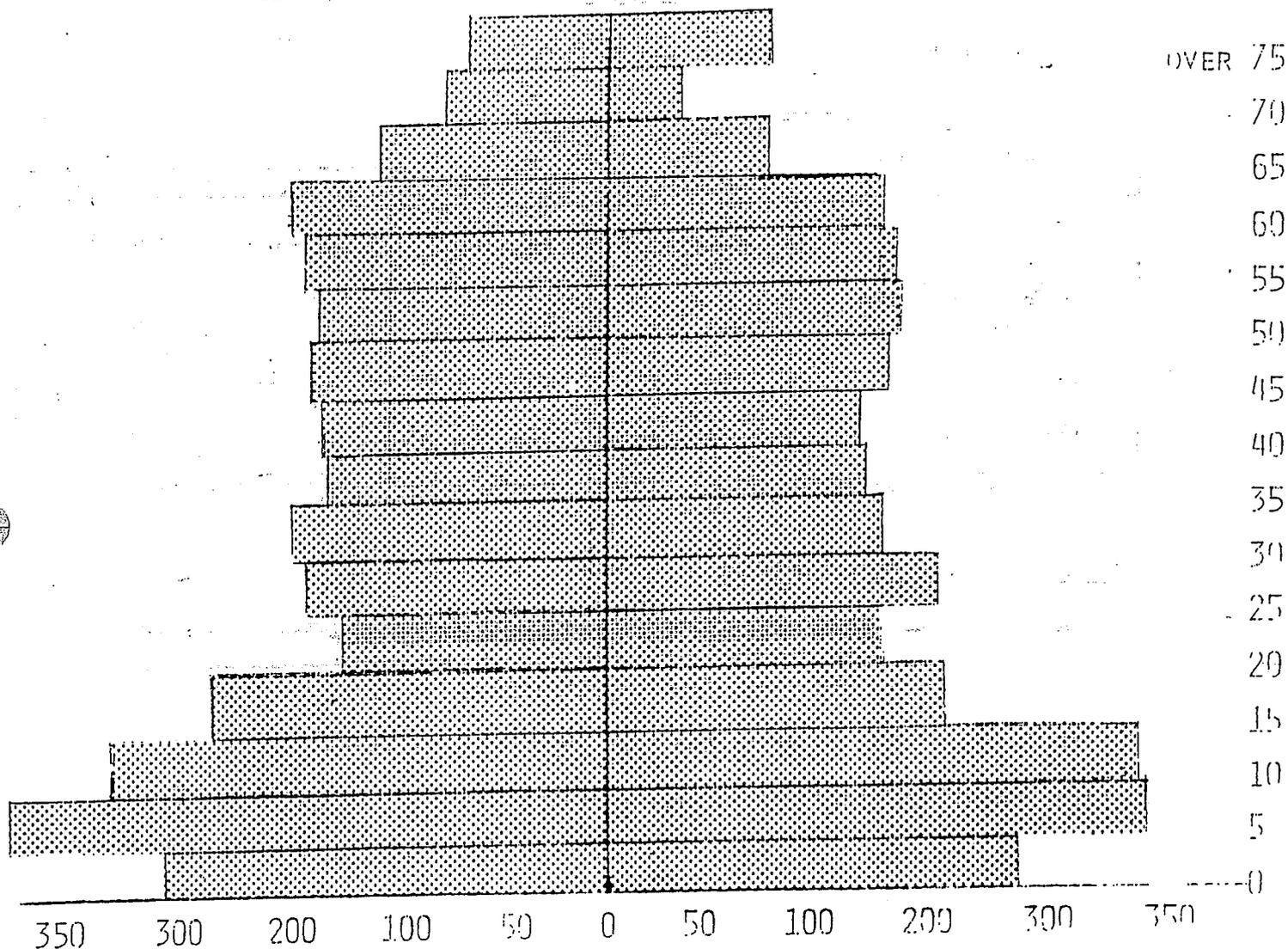
The second largest age group is the 15-24 year old, making up 14% of the population. As might be expected, the smallest age group was that of 75 years and older. This age group comprised 3% of the 1970 population. For all age groups, the ratio of male to female was close to 1:1.

Figure 9

County Population By Age And Sex 1970

MALES  
Total 3,079 (51%)

FEMALES  
Total 2,766 (49%)



Source: Washington State Office of Program Planning and Fiscal Management.

D. DISTRIBUTION BY ETHNIC GROUP

Skamania County has a very small percentage of non-white citizens. Of these non-white citizens, the majority are Indians. See Figure 10 for details.

Figure 10

Skamania County Population By Race As Of July 1, 1975

Population Group	1970		1973		1974		1975	
	#	%	#	%	#	%	#	%
County	5,845	100.0	5,900	100.0	5,900	100.0	5,900	100.0
White (excluding Spanish surname)	5,713	97.7	5,759	97.6	5,767	97.7	5,766	97.7
Indian	93	1.6	97	1.6	89	1.5	95	1.6
All Others	39	0.7	44	0.7	44	0.7	39	.7

Source: Washington State Office Of Program Planning and Fiscal Management.

DETAILS OF POPULATION INCREASE

According to State statistics, the population of Skamania County increased by 55 people during the first four years of this decade. This represents an increase of 0.9%, very close to the 1.0% population increase for Washington State during the same period. During the period 1970-1975, the County experienced 447 births and 216 deaths, resulting in a natural increase of 231 persons. However, during the same period the net result of migration in and out of the County was an out-migration of 176. This out-migration left a net increase of 55. This information is presented in Figure 11, which clearly illustrates the effects of migration on the County population.

Figure II

Population Change 1970-1975

<u>1970</u>	<u>1975</u>	<u>Net Increase</u>	<u>% Increase</u>
5,845	5,900	+55	+2.4%
BIRTHS	447	NATURAL INCREASE	231
DEATHS	<u>-216</u>	NET MIGRATION	<u>-176</u>
NATURAL INCREASE	231	NET INCREASE	55

Source: Washington State Office Of Program Planning and Fiscal Management.

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Material in this section of the plan was developed from pages 11-21 of the Comprehensive Health Plan of Skamania County, Washington. References (work draft), By the Skamania County Comprehensive Health Planning Council.

IV.

LAND USE

ELEMENT

A. INTRODUCTION TO SOILS MAPS

Five soils maps have been prepared for the county by the U.S. Department of Agriculture, Soil Conservation Service assisting the Underwood Soil Conservation District. The data for preparing the maps was interpreted from the Skamania County Soil Survey issued July 1956 by the Soils Conservation Service. These five maps deal with Agricultural Soils, Soil Slopes, Soils Limitations for Septic Tank Filter Fields, Soils Limitations for Dwellings and Soils Limitations for Roads.

The map legends are derived from the various soil series identified in the above mentioned soil survey. The soils are grouped according to their limitations or suitability for a particular use. Generally, soils are evaluated to a depth of five feet, however some interpretations can be made below this depth. The soils were considered in their natural, undisturbed state and extensive earthworks that could change slope, depth and other soil characteristics are not within the scope of these interpretations.

The maps are meant for general planning purposes rather than as input for decisions relating to a specific site. More detailed soils investigation is needed prior to any sizable constructions. It may also be desirable to obtain geological reports for information below the depth of five feet.

## 1. AGRICULTURAL SOILS

The suitability of soils for agricultural purposes is based on grouping of the Capability classes established by the U.S. Department of Agriculture, Soil Conservation Service. Eight broad classes of capability are used and Roman numerals signify each class. Soils indicated as Class I have few limitations. Conversely, as the Class numeral increases to VIII, so do the limitations for agricultural use.<sup>1</sup>

Not all of the eight classes of soils are present in the surveyed areas. Capability Classes I and V are absent.

Three soils groups are shown on the Agricultural Soils Map and specified in the map legend. Each group consists of two soil capability classes. Note that the darkest areas delineated (Class II-III) have higher value for agricultural use than other areas surveyed. This map is not meant to suggest or indicate that these lands are cultivated or will be, but presents a general indication of relative suitability of lands to agriculture. Following is a summary of the three soils groups:

### Class II - III

The soils in this group are suited to cultivated crops, pasture, hay, woodland and wildlife. They have some hazards and limitations when cultivated which may be corrected with simple conservation practices. The major soil series found in this group are Chemawa, Stabler and Felida soils.

### Class IV - VI

The soils in this group are suited to pasture, hay, woodland and

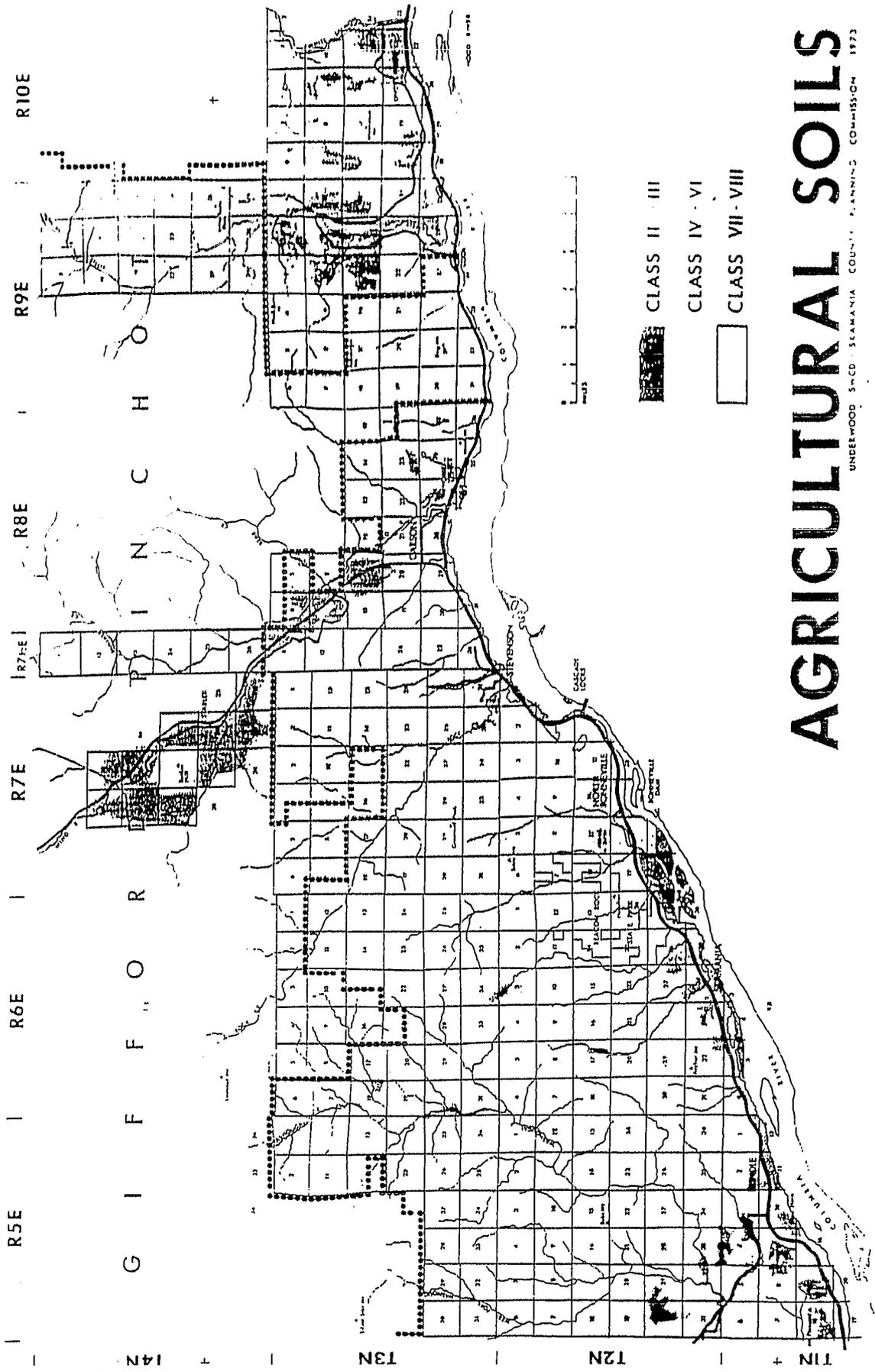
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<sup>1</sup>U.S. Department of Agriculture, Soil Conservation Service, Washington Soil and Water Conservation Needs Inventory (Spokane, Wa.: Soil Conservation Service, April 1970), p. 247.

wildlife. They have limitations and hazards that require difficult or complex conservation measures. The major soil series in this group are Stevenson and Olympic soils.

Class VII - VIII

The soils in this group have severe limitation and hazards that make them unsuited for cultivation, hay or pasture. They are suited to woodland, wildlife, watershed and recreation. The major soil series in this group is the Olympic soils and the area in which this group is located is characterized by rough mountainous land.



# AGRICULTURAL SOILS

UNDEERWOOD, S.W.C.D. - ST. JAMES COUNTY, PLANNING COMMISSION 1973

## 2. SOILS SLOPES

This map is divided into three soils slope percent categories, 0-15%, 15-30%, and 30% and over. This information is readily available from the Soil Survey of 1956.

Percent of slope is derived from the change of grade in 100 feet. For example, a 5% slope or grade means that the land drops or rises 5 feet vertically in a horizontal distance of 100 feet. Slope is always a consideration when planning any sort of development.

Note that this map displays a general slope pattern and that small pockets or benches of lesser slopes may exist within the two steeper categories than is indicated. The steepest lands are shown in the darker value tone on the map.

Following are comments on the map legend:

### 0-15% Slopes

Slopes below 15% are generally suitable for more intense useage or activities in regard to physical development. These lands are readily visible as they have been left blank on the map and can be considered as having less restraints to development than the two steeper categories mapped.

Soil slopes over 10% become steep and are unfavorable for roads. A 15% slope approaches the limit that an ordinary loaded vehicle can climb for a sustained period.<sup>1</sup>

In this group of soils, properties such as texture, permeability,

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<sup>1</sup>Kevin Lynch, Site Planning (Cambridge, Mass.: The MIT Press, 1962), p. 29.

drainage and overflow are important factors to be considered for agriculture or physical development. The major soils series within the group are the Chemawa, Greenwater, Olympic, Stabler and Stevenson soils.

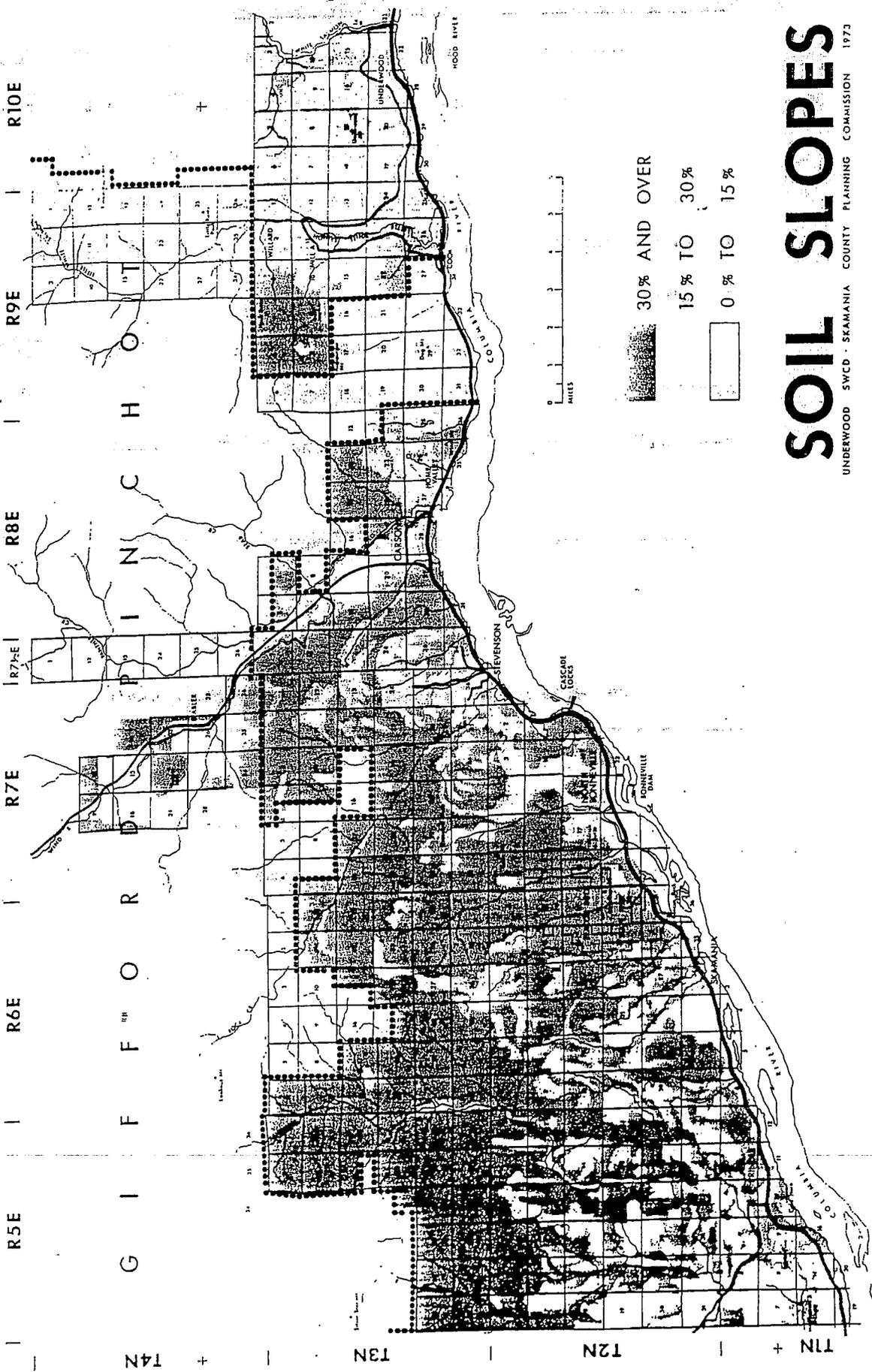
#### 15-30% Slopes

These lands can be considered as very marginal for physical development. Lands with grades of 25% or greater are rather limited in development possibilities. In addition to steepness, dominant limitations for this group are erosion, soil stresses and the inability of vehicular traffic to circulate on such lands.

The major soil series are the Chemawa, Olympic, Stevenson and Underwood soils. These slopes are designated by the medium value tone.

#### 30% and Over

These lands are extremely steep and forestry is the major useage of these lands in Skamania County. The primary limitations of these soils is steepness. Olympic soils is the major series within this group. The darker value tone indicates these lands.



# SOIL SLOPES

UNDERWOOD SWCD · SKAMANIA COUNTY PLANNING COMMISSION 1973