

**CITY OF WHITE SALMON  
ORDINANCE NO. 2012-11-901**

**AN ORDINANCE OF THE CITY OF WHITE SALMON, WA, ADOPTING  
A REVISED COMPREHENSIVE PLAN FOR THE CITY, INCLUDING  
SEVERABILITY AND AN EFFECTIVE DATE**

WHEREAS, the City of White Salmon (“City”) is a partially planning city under RCW 36.70A in the State of Washington, and

WHEREAS, the City has engaged in an extensive participation process to solicit input regarding the proposed Comprehensive Plan, including:

**AMENDMENT TIMELINE:**

- 2005 the City identified a need and took initial action to begin updates to its land use regulations. Some innovative planning provisions having limited effect were drafted and adopted at a developer’s request and expense.
- 2006 Land Use Steering Committee was formed to consider a wider range of ordinance updates.
- 2007 Community Trade and Economic Development (CTED), now Washington State Department of Commerce, provided grant for development of Critical Areas Ordinance.
- 2008/2009 White Salmon Urbanization Study funded and completed (Department of Commerce Grant) and Citizen based Comp Plan work performed
- 2010 White Salmon Citizen Comp Plan Draft completed
- 2011/2012 Ordinance development, County coordination on Comp Plan issues
- Summer 2012 six separate work sessions through the summer to work through complete update package. Monday work group participants included identified reps from CC and PC.
- Culminating Fall / Winter 2012 workshops and hearings on full update packet with full PC and CC.

Planning Commission Workshop on complete update package at a regularly scheduled public session on October 10, 2012 and duly noticed Planning Commission public hearing on October 24, 2012

City Council Workshop on complete update package at a regularly scheduled public session on November 5, 2012 now duly noticed for Planning Commission public hearing on November 21, 2012.

WHEREAS, the City has sought input from Klickitat County for the proposed Comprehensive Plan, and has incorporated its recommended changes, and

WHEREAS, the City has incorporated changes to the proposed Comprehensive Plan necessary to address public testimony and other agency input received throughout the public review process, and

WHEREAS, the City wishes to adopt the following Comprehensive Plan to better reflect the City's plan for development and vision for the future.

**NOW THEREFORE, THE CITY COUNCIL OF THE CITY OF WHITE SALMON DO ORDAIN AS FOLLOWS:**

**SECTION 1:** The City hereby adopts the attached Comprehensive Plan for the City of White Salmon:

**SECTION 2- SEVERABILITY:** If any section, sentence, or phrase of this Chapter is held to be invalid or unconstitutional by a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect the validity or constitutionality of any other section, sentence or phrase of this Chapter.

**SECTION 3 - EFFECTIVE DATE.** This ordinance shall become effective following passage and publication as provided by law.

**PASSED** in regular session this 26<sup>th</sup> day of November, 2012.

\_\_\_\_\_  
Mayor

\_\_\_\_\_  
Clerk

APPROVED AS TO FORM:

\_\_\_\_\_  
Kenneth B. Woodrich, City Attorney

# WHITE SALMON

*Where the Sun Meets the Rain*



## COMPREHENSIVE PLAN



2012

**City of White Salmon**  
**Vision and Mission Statement**

A proud community working together  
to create and sustain a desirable place  
to live, work, play, and stay.

Dedicated to Ruth Winner  
in honor of her many contributions to the  
community of White Salmon including work at the  
Visitor Center, the Gorge Heritage Museum,  
Mt. Adams Ranger Station and  
developing this Comprehensive Plan.

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**PUBLIC OFFICIALS-Through Development and Adoption**

**CITY OF WHITE SALMON**

**CITY COUNCIL, ADMINISTRATION**

David Poucher, Mayor  
Anthony Coulter  
Leana Johnson  
Bob Landgren  
Richard Marx  
Clyde Knowles  
Adrian Bradford  
Mark Peppel  
George Rau  
Jason Sabourin  
Bill Werst  
Allan Wolf

**CITY STAFF**

Kenneth Woodrich, Attorney  
Mike Wellman, Director, Public Works  
Patrick Munyan Jr., Public Works  
Director/City Administrator  
Lori Kreps, Clerk/Treasurer  
Leana Johnson, Clerk/Treasurer  
Dixie Walker, Planning Admin  
Lyn Stevens, Utility Clerk

**PLANNING COMMISSION**

Don Smith, Chair  
Suzie Willey, Vice Chair  
Sarah Chapin Hui  
Bill Mason  
Craig Spaeth

**COMPREHENSIVE PLAN COMMITTEE**

Dee Hulbert, Chair  
Bob Landgren, City Council/Chair  
Brad Roberts, City Council  
Dorothy Herman  
Sarah Chapin Hui  
Richard Marx, City Council  
Bill Mason  
Rae Meaney  
Nancy Sliwa  
Ruth Winner, Committee Secretary

**KLICKITAT COUNTY**

**COMMISSIONERS**

Rex Johnston  
David Sauter  
Ray Thayer  
Cris McEwen, Exec. Secretary

**PLANNING COMMISSION**

Curt Dreyer, Director Planning  
Mochi Lindblad, Sr. Director  
Joseph Sheridan, Sr. Director  
Cheryl Davenport  
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Howard Kreps  
David Pfister  
Craig Schuster  
Mat Spalding

**COUNTY STAFF**

Linda Randall, Admin Asst.  
Kim Gleason, Public Works, GSI  
Lori Anderson, Map Tech

## **EXECUTIVE SUMMARY**

In 2009, Mayor David Poucher appointed a committee to update the 1991 Comprehensive Plan in accordance Washington State Law and White Salmon Municipal Code. The following summarizes the sections of this updated Comprehensive Plan.

### **HISTORY OF WHITE SALMON ELEMENT**

A brief history of Bingen and White Salmon is included to give readers a little background in how this area was settled.

### **HISTORIC SITES AND STRUCTURES ELEMENT**

Local surviving historical structures are identified. Current owners of historic structures are encouraged to preserve the character and highlight the significance of their buildings as the City grows.

### **PARKS AND RECREATION ELEMENT**

City parks and recreation facilities are reviewed, including the swimming pool, which is being updated. The element states that the existing park facilities are in good order and a benefit to the community and encourages a continuing effort by the City to enhance their safe use.

### **ECONOMICS ELEMENT**

The Economics Element reviews changes in area jobs and industries since the 1991 Plan was written. Lumber and fruit production and processing remain vital contributors to the local economy but are now augmented by recreational tourism, retirement, high technology, art studios and small retailers. The Element stresses the need for more retail shops, restaurants, and employment in the City's downtown core and encourages revitalization to attract needed businesses.

### **ENVIRONMENTAL QUALITY ELEMENT**

This Element identifies current environmental problems and recommends approaches to maintaining and improving quality of life in the City,

### **TRANSPORTATION ELEMENT**

Since 1991, streets and roads in the City and Urban Exempt Area have been upgraded. Despite financial constraints, further road improvements are recommended to comply with the revised White Salmon Municipal Code and City Street Standards. Anticipated annexation of Urban Exempt Area neighborhoods will bring sub-standard roads and streets into the City.

## **PUBLIC FACILITIES AND SERVICES ELEMENT**

This Element describes public schools, police and fire protection, water and sewer services, storm water and run-off, hospital and health facilities, garbage services, and street maintenance. It further addresses measures to maintain and improve these facilities and services, and the ability of the City to extend those services as annexation occurs.

## **HOUSING AND POPULATION ELEMENT**

This Element outlines housing and population trends and projects housing demand within the City limits and in neighborhoods that are likely to be annexed into the City. It evaluates land availability relative to population projections and the City's ability to provide services as discussed in the Public Facilities and Services Element.

## **URBANIZATION ELEMENT**

The Urbanization Element addresses issues and contains information required to manage expansion of the City into the Urban Exempt Area.

The supply of buildable land within the City and Urban Exempt Area appears adequate to meet the high demand estimates for residential and commercial development, although needs for water and sewer capacity will require further assessment.

## **LAND USE ELEMENT**

The Land Use Element sets the stage for zoning ordinances in the City of White Salmon Municipal Code. It defines the role of the Planning Commission and the interface between the Planning Commission and the City Council. This Element defines the interface between the City and Klickitat County as it relates to the Urban Exempt Area.

## **RESOURCE LAND ELEMENT**

This Element documents that there are no Resource Lands in the City of White Salmon or the Urban Exempt Area.

## **CRITICAL AREAS ELEMENT**

The Critical Areas Element addresses the Washington State Growth Management Act which requires "partial planning" cities to designate and protect critical areas. These critical areas are wetlands, aquifer recharge areas for potable water, frequently flooded areas, geologically hazardous areas, and fish and wildlife habitat conservation areas.



## **WILDFIRES ELEMENT**

This Element addresses the threat of wildfires and how the City and Urban Exempt Area can educate landowners on methods to prevent or protect their properties.

## **ISSUES ELEMENT**

The Issues Element identifies problems the City may face. These problems are covered in separate sections: Water Rights, Urbanization Area Planning, Annexation, Zoning Ordinance, Minimum Lot Size, Land Use Zone, and Roads.

Water rights, water supply and cooperation between the City and the State Department of Ecology is an important issue facing the City and is detailed in the Water Rights Section. The Urbanization Section presents problems and alternatives in the development of the City and adjacent Urban Exempt Area including annexation and the mutual acceptance of a formal Urban Growth boundary. The Annexation Section explains methods which cities may use to annex territory. The Zoning Ordinance Section describes the current pyramid zoning and restrictions on noncommercial uses in the City's prime commercial zone. The Minimum Lot Size Section proposes a category for larger residential lots to encourage annexation from the Urban Exempt Area. The disposition of the River Development District of White Salmon between SR 14 and the Columbia River is covered in the Land Use Section. The Roads Section details some of the problems in the City concerning private roads and the non-standard Dock Grade.

## **ADMINISTRATION ELEMENT**

The Administration Element of the plan defines the process for amending the Comprehensive Plan including, procedural requirements to amend the Plan, the Urban Exempt Area management plan and the relative current roles of the City and Klickitat County in the planning process. The committee recommends an efficient City government to provide continuity in management, resourceful budgeting, employee relations and competency in City services.

## **CAPITAL IMPROVEMENTS ELEMENT**

The Capital Improvements Element addresses the City's key infrastructure needs on a long-term basis. Currently these include domestic water system and future plans for wastewater, street and sewer systems.

## **I. INTRODUCTION**

In 1991, with development occurring in and around the City of White Salmon, the City Council and Planning Commission recognized the need to create an orderly plan for growth of the City and its Urban Exempt Area. The original intent was to update the Plan every five years. In 2008, the newly elected mayor, David Poucher, and councilors organized a group of citizens, including City and Urban Exempt Area residents to update the Plan.

### **A. COMPREHENSIVE PLAN CONTENTS**

The Comprehensive Plan outlines conditions, constraints, improvements, and opportunities within the planning area and, as annexation extends city limits, out into the Urban Exempt Area. The Plan addresses history, historical sites, parks and recreation, economics, environmental quality, transportation, public facilities and services, housing and population projection, urbanization, land use, resource land, critical areas, wildfire, issues, administration, and capital improvements. Each section ends with the Goals and Policies the City will apply to considerations of land use and development. The planning area was defined by the Columbia River Gorge National Scenic Area Act as enacted in 1986, by the Congress of the United States.

### **B. PLAN AREA**

The City of White Salmon lies on a 550-foot bluff overlooking the Columbia River which is the boundary between Oregon and Washington. The majority of the developed portions of the City are "upland" (a term used by the early settlers). The Urban Exempt Area is directly west/northwest of the city limits and contains approximately 2,210 acres. The City has approximately a three-quarter mile river frontage, including two established "In Lieu" tribal fishing sites which are under tribal rather than City jurisdiction. One site, the Native Indian fish processing plant, also includes entry access to the Port of Hood River Bridge. The views of the river and Gorge, Hood River City, Hood River Valley, and Mt. Hood are spectacular. To the northwest is the Mt. Adams recreation area and the Gifford Pinchot National Forest.

### **C. CLIMATOLOGICAL DATA**

The City of White Salmon and its Urban Exempt Area lie in a transition zone between the maritime climate west of the Cascade Mountain Range and the dry continental climate of the inter-mountain region to the east. The Columbia Gorge serves as an airflow conduit equalizing air pressures between the west and east side of the Cascades. The Gorge normally experiences strong westerly winds in the summer and cold easterly winds in the winter. The average rainfall in the west is 36 inches and decreases to 30 inches in the east. The average (daily high) temperature in January is 33 degrees F. and in July it is 67 degrees F.

Recreational water activities have increased over the past 20 years providing an economic benefit to the area. The wind that characterizes the climate in the Mid-Columbia region supports recreational uses and has enticed commercial wind turbine installations to produce electricity.

## II. HISTORY OF WHITE SALMON ELEMENT

The local history may be found in several books in the White Salmon Valley Library located in the Town Center Mall. The Gorge Heritage Museum, located in Bingen (flatland), exhibits history in the written word, pictures, and artifacts from Native Indians, as well as industries of the early settlers: logging, fishing and agriculture.

Lewis & Clark camped in the “flatland” Bingen area and named the White Salmon River due to the silvery fish spawning there.

Erastus and Mary Joslyn were the first white settlers on the north shore of the Columbia River in 1852. The Joslyns befriended the Native Indians, and all passers by were welcomed.

Mary's brother, James R. Warner, arrived in 1867 on the north shore after serving in the Civil War. In 1871, Mr. Warner established the White Salmon Post Office, and served as its postmaster until 1886 when it was moved upland. In 1874 A. H. and Jennie Jewett arrived, and were welcomed by the Joslyns. They decided to live on the upland, today White Salmon. The Suksdorf family arrived the same year and was also welcomed by the Joslyns. They settled on the flatland, now Bingen.

Several feuds ensued between the Bingen settlers and White Salmon settlers. The issues involved the post office location; the water from Jewett Creek that was shared by both areas; the road between the flatland and upland, now Highway 141; and the railroad depot. During the feuding process, the upland people decided to build a road directly down the bluff that established the Dock Grade Road, which is still being used today. In the past this road had direct access to the dock at the Palmer Ferry Landing on the west end of the flatland. The landing later became known as the White Salmon Dock used by sternwheeler passengers traveling to the area. Mr. Warner operated the ferry landing located to the east near Bingen Point which provided access to Hood River.

A post office was established in the flatland in 1896 and named Bingen by the Suksdorfs who were from Germany.

White Salmon was platted by Mr. Jewett and incorporated in 1907. The two cities, Bingen and White Salmon, grew side-by-side but on different elevations.

With the coming of the railroad in 1908 through the flatland, a legal dispute developed over the name of the train depot. Ultimately the railroad decided on the hyphenated name of Bingen-White Salmon, making it the only hyphenated depot name in the entire United States.

Another early settler in the area was John Dickey. Along with the James Warner and his wife, widow Henderson from The Dalles, a farm was established that was known in the early years as Warner Henderson Dickey farms. The farm continues to provide produce to the area as well as serving markets outside the area. It is the longest continuous operating business in Washington State and over the years has become known as Dickey Farms.

The Jewett's nursery and resort became a nationally known showplace for visitors. The Jewetts were town leaders and instrumental in development of a water system. They made donations of land for Bethel Church and Aeolus Park. Mr. Jewett served on the council and was mayor. Sam Hill offered to purchase the resort for \$80,000 but Jennie Jewett would not allow drinking of spirits on the property. Sam Hill moved his effort to the east where he created Maryhill and the Stonehenge Memorial to WWI veterans.

The early settlers soon discovered that the climate and soils of the area were conducive to growing fruit and berry crops. They planted orchards, strawberry fields and other similar crops that resulted in more development. Some early names that contributed to the growth of the area are Cameron, Kreps, Wyers, Lauterbach, Dickey, Biesanz (BZ Corners) and Dean.

In 1908 electric lights came to White Salmon along with the first fire hydrant and in 1910 the first sidewalks were built. The Northwestern Lake Dam was completed in 1910 as an electrical generation facility. Electricity was transmitted to Camas, 60 miles to the west, to service the paper mills located there. Northwestern Lake's retention dam (now slated for removal) provides recreational opportunities. In 1922 the right-of-way for a road to the new bridge to be built over the Columbia was purchased. The bridge was built in 1924.

### III. HISTORIC AND CULTURAL SITES AND STRUCTURES ELEMENT

The City and its residents are proud of the City's heritage and history. To preserve and share that heritage, citizens of White Salmon and West Klickitat County established the West Klickitat County Historical Society in 1984. Three years later their collection of data, artifacts and pictorials were moved to the current location in an historic church building, circa 1910, located in Bingen. There is one site in the Urban Exempt Area currently certified with the Washington Heritage Register of Historic Places located on Eyrie Road. The house is currently occupied by Stewart Chapin and was built in 1910 by George Aggers who was a Civil War veteran who moved to White Salmon area after retirement. The property was referred to as Overlook Farms and had an orchard near the house. In 1933 the Canfields, Mr. Chapin's wife's family, purchased the house and they have occupied it since then. The following structures are to be considered of historical significance to the White Salmon area by local residents and the Society.

Site	Circa	Location / History
Red Springhouse	1870	Jewett Avenue
Log House	1875	Oak St./ moved from Fruit Valley
Palmer Landing	1875	Vanguard Nursery
Bethel Church	1879	Grandview
Jewett Farm Resort	1888	E. Jewett Avenue & 10th Avenue
Stone House	1889	10th Avenue at the Jewett Farm
Sampson Electric	1900	Main Avenue/Formerly Dewey Theater
Coffin Family Home	1900	NW Lincoln and Garfield / maternity hospital
Lauterbach House	1904	Walker home since 1960's
Pioneer Building	1904	Jewett Blvd, made of bricks from Jewett yard
St Joseph Catholic	1904	Washington Avenue
Hunsaker Building	1905	E. Jewett at Church
WS United Methodist	1908	Main Avenue
Eyrie Resort	1910	Eyrie Road
Red and White Grocery Store	1910	E. Jewett & First Ave/White Salmon Glassworks
Larsen Home	1911	Snowden Road
Kloster Building	1930	E. Jewett/ Café lower; dentist 2nd floor
Pioneer Graveyard, circa 1880	2009	Renovation accepted by the City Council

#### GOAL C&H-1

CONTINUE TO IDENTIFY, DOCUMENT AND SUPPORT PRESERVATION OF HISTORIC ASSETS IN THE COMMUNITY

#### POLICIES

##### Policy C&H-1

Recognize the efforts of the West Klickitat County Historical Society acting to create and maintain this record of cultural sites and historic landmarks (buildings, parks, trees, etc.) in and around White Salmon and support continued citizen based efforts to establish preservation and

education programs, while building and maintaining information to be utilized for historical and economic purposes.

#### Policy C&H-2

The preservation of landmarks identified as having historic value shall continue to be encouraged. The owners of the identified structures shall be encouraged to maintain and preserve the structures. If an owner opts to alter a cultural site or historic landmark, the owner will be asked to record or allow documentation of the site prior to destruction or alteration.

#### Policy C&H-3

When major exterior alterations of identified structures are proposed, preservation of the character and significance of the building shall be encouraged.

#### Policy C&H-4

Owners of identified historic structures, as well as potential historic structures, will be encouraged to seek listing in the National Register of Historic Sites and Places and/or with the Washington State Office of Archeology and Historic Preservation.

## **IV. PARKS AND RECREATION ELEMENT**

White Salmon owns and operates five parks in the City.

Rhinegarten Memorial Park is the center for many community activities, including Spring Fest, and other community functions. The Park Center building (formerly Columbia Center High School until 1972) is located on the grounds along with four tennis courts. Immediately adjacent to the park is the city swimming pool which operates during the summer months.

Pioneer Graveyard is located to the east of the Town Center Shopping Mall. This was originally a graveyard for early pioneers and still has grave markers. A renovation project has currently been approved by the City Council.

A small park, Little City Park, is located behind the City Hall at the corner of Main Avenue and Jewett Boulevard. This park provides restroom facilities to tourists and others in the downtown area.

Mamie and Francis Gaddis Memorial Park is the largest park in the City and is located off Spring Street near Jewett Creek. This park was dedicated in memory of Mamie Gaddis in 2003 and was changed to Francis and Mamie Gaddis Memorial Park in July of 2004 and rededicated in 2007 with the completion of the kiosk.

Aeolus Fields, located between Center and Tohomish Streets at the eastern edge of the community, provide recreational fields for White Salmon Youth. These fields were constructed and are maintained by the White Salmon Community Youth organization. They are actively maintained and used for community baseball, softball, and soccer.

Firemen's Park is located on the corner of Jewett Boulevard and Grandview Avenue. It is a small plot of land with a flagpole, landscaping and sign welcoming visitors to White Salmon.

### **A. OTHER FACILITIES**

The newly constructed Pioneer Center, located on Washington Avenue, provides a meeting place and lunch meals for senior citizens and also houses the District Court, Health Department and Sheriff's west-end office.

### **B. OUTDOOR RECREATIONAL ACTIVITIES**

Outdoors recreational activities abound in the White Salmon area. The Columbia River and Wild and Scenic White Salmon River, west of the community, provide a host of water related activities. These include fishing, boating, white water rafting, windsurfing and other sports. Northwestern Lake, north of the community, also provides fishing, boating, and swimming activities. Gifford-Pinchot National Forest, the second largest national forest in the United States, lies approximately 25 miles north of White Salmon and is used by residents and visitors to the area for camping, hiking, cross-country skiing, snow shoeing, and snowmobiling.

Downhill skiing is available at several ski resorts in the Mt. Hood National Forest located 40 miles south of White Salmon.

### **GOAL P&R-1**

TO DEVELOP AND MAINTAIN A CITY PARK SYSTEM WHICH PROVIDES A VARIETY OF FACILITIES, OPEN SPACE, AND RECREATIONAL OPPORTUNITIES FOR THEIR RECREATIONAL, ECOLOGICAL AND AESTHETIC VALUES.

### **POLICIES**

#### **Policy P&R-1**

Park and recreation planning and improvements shall be coordinated within the City and the County, especially to provide an integrated network of parks, open space and pedestrian connections to and through the Urban Exempt Area.

#### **Policy P&R-2**

Parks and recreational facilities not provided by other jurisdictions shall be encouraged.

#### **Policy P&R-3**

Provisions shall be made for location of parks and/or open space within major developments.

#### **Policy P&R-4**

Recreational uses which capitalize on the City's assets shall be encouraged.

#### **Policy P&R-5**

Parks and recreational facilities shall be maintained to be clean, attractive and safe.

#### **Policy P&R-6**

A City Parks and Recreation Plan supplement to the Comprehensive Plan shall be prepared and adopted.

#### **Policy P&R-7**

Efforts shall continue to maintain the Parks and Recreation District and to support the funding of the District as it becomes possible to do so.

#### **Policy P&R-8**

Utilize flood plains or other natural hazards for recreational and open space purposes.

#### **Policy P&R-9**

Access and developments which include recreational opportunities along the Columbia River's shoreline shall be encouraged whenever practicable and feasible.

#### **Policy P&R-10**



Work with the Klickitat County, Washington State Parks and the Columbia Gorge National Scenic Area to link the Urban Exempt Area parks, trails and open space system with the City of White Salmon.

#### Policy P&R-11

Continue to support the County Health Department and other interested agencies in planning for Safe Routes to Schools. Recognizing the mutual benefits of all such efforts to increase safety, encourage fitness, and support healthy independence amongst schoolchildren who live within walking distance of the City's schools while improving walkability and connectivity for bicycle and pedestrian use by residents of all ages within our community.

## **V. ECONOMICS ELEMENT**

The economy of White Salmon is closely linked with the adjacent City of Bingen and the Port of Klickitat facilities on Bingen Point. Residents find employment opportunities within the two cities, or commute to Goldendale, Hood River, The Dalles, Portland or other communities.

### **A. HISTORY**

For many years logging, lumber production and agriculture were the mainstays for the White Salmon economy. These sectors still play an important role in the community but the economy has become much more diversified in recent years. Recreation, tourism, and high technology are now significant sectors and are becoming increasingly important. Home-based businesses are becoming more prevalent as individuals find ways to generate income with computers and cottage industries. The economy recently has started to attract new businesses involved in arts and crafts products. A glass blowing store recently opened, which has attracted several artists that produce glass products to be distributed here and in businesses outside of White Salmon. New home construction has been strong providing many jobs. Government services, health care, the school system and retail sales round out the economic picture for the community.

The City's largest employer is the Underwood Fruit Company; much of their employment is seasonal. The SDS Lumber Mill located in the City of Bingen established in 1946, continues as one of the main employment opportunities for White Salmon residents. Insitu is a relatively new high technology company that started at the Port of Klickitat property on Bingen Point and has spread throughout the White Salmon and Bingen communities in various buildings as they continue to expand.

Businesses with retail sales are found in the downtown central business district along Jewett Blvd. Arts, crafts, and recreation related sales have become more important in recent times. Although there are no motels, the City has a popular bed and breakfast in which includes a hostel facility. There has been considerable turnover in retail sales establishments and restaurant businesses during the past ten years.

By City Administration count, there are a total of 136 businesses currently operating within the City limits on a sustained basis, providing a host of goods and services for the community.

### **B. UNEMPLOYMENT**

Unemployment figures for the City are not readily available. Washington State Employment Security Department statistics from October 2000 indicates an unemployment rate for Klickitat County of approximately 7.9 percent, indicating there are 10,780 persons in the labor force with 9,930 employed, leaving 850 unemployed.

### **C. CURRENT TRENDS**

The City of White Salmon has a stable population although the Urban Exempt Area has had substantial growth. The community has attracted many people who can now both work and

recreate in this area, through telecommunications. The lifestyle in a small rural area is attractive to young couples with a desire to raise their children away from the metropolitan cities.

With a variety of sports available, this area appeals to people of all ages who find ways to live here and still work. The relative low property taxes and the absence of a state income tax make White Salmon appealing to many retired people also. The influx of people has contributed significantly to an increase in residential development. Land prices, particularly lands with views of the Gorge and Mt. Hood, have increased substantially.

There is a need for more tourist-related facilities including motels and restaurants.

### **GOAL E-1**

**TO MAINTAIN AND ATTRACT COMMERCIAL AND INDUSTRIAL BUSINESSES WHILE CAPITALIZING ON OPPORTUNITIES FOR NEW RECREATIONAL AND TOURISM-BASED DEVELOPMENT.**

### **POLICIES**

#### **Policy Econ-1**

The development of a healthy, diversified and sustainable economy shall be encouraged which will provide local employment and support for businesses and services.

#### **Policy Econ-2**

Protection for areas designed for commercial and light industrial use shall be provided by prohibiting conversion of such areas to irreversible or incompatible uses.

#### **Policy Econ-3**

The use of local resources shall be encouraged in the development of businesses and resident homes for White Salmon.

#### **Policy Econ-4**

Tourism shall be promoted and encouraged. Businesses that support recreation- and tourism-based uses shall be encouraged: such as motels, sports equipment, restaurants, campgrounds and hike/bike trails.

#### **Policy Econ-5**

The City shall participate in local and regional economic development organizations, including the Klickitat County Economical Development Authority (KCEDA), the Port of Klickitat County, and the Mid-Columbia Economic Development District (MCEDD) to develop existing and potential commercial and industrial properties.

#### **Policy Econ-6**

The City shall encourage economic development in those areas planned and zoned for commercial and light industrial use in the City and Urban Exempt Area.

Policy Econ-7

The City shall formulate and adopt design standards for commercial and industrial development within the City and Urban Exempt Area.

Policy Econ-8

The City shall encourage the revitalization and development of the Downtown Central Business District.

Policy Econ-9

The City shall participate in the Mt. Adams Chamber of Commerce programs to facilitate recreation- and tourism- related business and the overall economic development of the area.

Policy Econ-10

The City shall establish a policy for developing appropriate businesses between Hwy 14 and the City commercial core.

Policy Econ-11

The City shall work with Klickitat County to encourage redevelopment of the Loop Road (GC) General Commercial one with adequate public facilities to accommodate job growth.

## **VI. ENVIRONMENTAL QUALITY ELEMENT**

The City of White Salmon is committed to preserving and enhancing environmental quality. The Columbia Gorge Scenic Area Act has designated development boundaries to ensure the City remains surrounded by undeveloped lands – a City within a park.

Current upgrades to the City’s water sourcing will end the present moratorium on new hook-ups but water shortages may continue to limit growth. Water system upgrades are outlined in the Public Facilities Element, which addresses long-range and short-term solutions.

A shared wastewater treatment facility is located in Bingen. There is limited capacity for growth.

A review of the National Wetlands inventory as prepared by the U. S. Department of Fish and Wildlife is on file with the City. Both the Columbia River and the Wild and Scenic White Salmon River are boundaries for the Urban Exempt Area.

Air quality is currently satisfactory since Gorge winds remove pollution. However, growth may require measures to prevent pollution.

### **GOAL EQ -1**

**TO PROTECT AND MAINTAIN THE ENVIRONMENTAL QUALITY OF THE CITY.**

### **POLICIES**

#### **Policy EQ-1**

The City shall study the effects of proposed land uses on the environmental quality of the City. Proposed uses, which may likely have an adverse impact on the environmental quality, shall be prohibited or so mitigated to become acceptable.

#### **Policy EQ-2**

The City shall follow all ordinances and mandates but shall not demand a higher standard.

#### **Policy EQ-3**

The City shall maintain the recycling program.

#### **Policy EQ-4**

The City shall require all properties, public and private, to be clean, free of litter and in good repair.

#### **Policy EQ-5**

The City shall ensure that land use decisions consider the quality of life in the White Salmon area while preserving the rights of property owners.

#### **Policy EQ-6**

The City shall develop and adopt a litter control ordinance.

Policy EQ-7

The City shall encourage the planting and maintenance of aesthetically attractive vegetation throughout the City by private individuals and volunteer organizations.

Policy EQ-8

The City shall encourage participation by everyone in the "Community Pride" event currently held the first week of May.

## **VII. TRANSPORTATION ELEMENT**

### **A. BACKGROUND INFORMATION**

The following information is provided primarily as inventory data to guide the reader with a general background of the transportation opportunities and constraints in the White Salmon area. This Element will have the significant impact on future development within the City and its Urban Exempt Area.

### **B. PUBLIC TRANSPORTATION**

Public transportation opportunities within the City and its Urban Exempt Area are very limited. The small population base does support a local taxi service. The topography, population base, and climate make other forms of transportation, such as trolleys or buses economically unfeasible. The Pioneer Center makes senior citizen and handicapped buses available by a dial-and-ride service. There is AMTRAK rail transportation available on the Burlington-Northern line, which runs along the Washington side of the river with a depot in Bingen. The nearest Greyhound Bus Terminal is located in Hood River. The nearest commuter air transportation is at Portland International Airport—approximately 60-minute drive from White Salmon. There is charter air transportation available at the Hood River Airport (10 miles south) and also at The Dalles Municipal Airport (20 miles east).

### **C. RIVER TRANSPORTATION**

The Columbia River serves as a vast conduit for commodities via river barge traffic, with at least three navigation companies currently operating. The companies commonly transport logs, chips, fertilizers, gravel, wheat, fuel, garbage, containerized freight, and juvenile salmon. Bingen has a long history of log import/export, both loading of barges and rafting. There are at least five tourist boats that make Portland/Lewiston trips during the warm half of the year with the nearest day trip schedules from Cascade Locks. No stops are made at the Bingen Marina, although that facility possibly could be developed in the future.

### **D. RAIL TRANSPORTATION**

Burlington-Northern is the rail carrier on the Washington side of the Columbia River with an AMTRAK depot facility at Bingen. The Union Pacific on the Oregon side of the river is also available for transporting commodities both east and west along the Columbia River.

### **E. AUTOMOBILE TRANSPORTATION**

The primary means of transportation in the White Salmon and Urban Exempt Area is by private automobile. The City is served by State Route 14, a major east-west arterial along the Columbia River, by State Route 141 through White Salmon proper, and by a variety of City and county streets throughout the City and its Urban Exempt Area. The Transportation Map (see the Appendix) shows the basic configuration of the traffic patterns in the planning area. The Hood

River Bridge provides a critical connection to Interstate 84 in Oregon and between the Cities of White Salmon on the Washington side of the river and Hood River in Oregon.

## **F. ROADWAY ISSUES**

There are a number of roadway issues in the City and Urban Exempt Area.

### **1. CITY CORE AREA**

The downtown commercial area, during periods of heavy traffic, also is a source of traffic congestion complicated by on-street parking, unregulated intersections, and the three-way intersection at Estes and Jewett on the eastern edge of the commercial area. The congestion will surely grow as the City and the Urban Exempt Area continue to develop. Three-way traffic lights at the three downtown intersections, at Main, Estes, and Wauna, along Jewett, may be required to provide relief.

### **2. DOCK GRADE ROAD**

The City of White Salmon enjoys a unique and beautiful location. In the early days of White Salmon, the primary access was through the City of Bingen and north Jewett Boulevard, (SR 141) to the top of the bluff and the main part of the City. As mentioned in the Historical Element of this Plan, it became urgent to develop an additional access from the river area. The residents built what is now called Dock Grade Road from the bluff down to the Columbia River and what was the ferry dock across to Hood River. The road is approximately three-quarters of a mile long with grades up to 15%. It is extremely narrow, approximately 22 feet wide, with a difficult intersection with State Route 14. The road is closed during inclement weather because of the steepness of the grade, narrow roadbed, and lack of guardrails.

### **3. RESIDENTIAL COLLECTORS**

The City has a fairly smooth transportation pattern in most residential sections of the area. A problem of note is the intersections of Estes and Green Avenues, just north of the downtown commercial area. There is a jog in Estes Avenue that creates some confusion for a visitor to the City. A smoother transition in both directions should be provided. The second area of concern is the intersection of Snohomish and Green, where a traffic advisory sign would help.

The roads of the Urban Exempt Area have evolved over time from primitive roads through the countryside, to a road and street system to accommodate today's automobiles. Consequently, these roads and streets, for the most part, do not meet City standards and are currently owned, maintained and under the control of Klickitat County. The cost to upgrade these non-conforming roads and streets in many instances involve not only design and construction costs, but also the cost to acquire rights-of-way to conform to City standards. Therefore, as these areas are annexed and made a part of the City, it will be necessary for the City to accept them as they currently exist, require new roads and



street development to meet City design standards, and upgrade the existing roads and streets over an extended period of time as funds and opportunities become available.

The traffic study prepared for the White Salmon Urbanization Study, completed June 2009, recommended an improvement to traffic controls at westbound North Main, Snowden Road and eastbound Loop Road intersection. The City and Klickitat County may want to evaluate this situation. The traffic engineer recommends a stop at Snowden Road entrance at this intersection with free movement from eastbound Loop and westbound North Main or put stops at all three roads.

#### **4. PRIVATE STREETS**

As indicated in the Public Facilities Element, in the past the City has allowed the development of private streets to serve limited residential areas. This practice has resulted in extremely narrow roadways that are not maintained to several residential homes. The situation makes it very difficult to provide police and fire protection, as there is no place for the trucks to turn around once on the private road. The City has determined to eliminate the practice of private roads under all but the most specific sets of conditions. With the exception of Planned Unit Developments or standards outlined below, all new residential developments will have access to a dedicated and improved public road which meets City Design Standards. Planned Unit Developments using cluster type development or other innovative design may use private streets, provided the streets meet city standards for roadway width, access, and turnaround capability. Private gates with electronic devices, which allow for immediate opening of the gate by emergency vehicles, may also be used. The developer may be asked to contribute to the purchase of similar equipment for the emergency vehicle. Private streets will be allowed only when there can be no possibility of further extension of the street.

#### **G. PEDESTRIAN WALKWAYS AND BICYCLE ROUTES**

The City has not had an active requirement for providing new sidewalks in residential subdivisions — either in the City or in the Urban Exempt Area. The White Salmon Valley School District, by State law, provides bus transportation two miles outside of the school area. Since this two-mile area covers most of White Salmon and the Urban Exempt Area, there needs to be an adequate walkway system for students to go to and from the schools.

There is an existing sidewalk system from the high and middle schools to the downtown area. However, students walking from outlying areas along what is known as the "Loop", Spring Street and Cochran Estates area, are in need of sidewalks. As further development occurs, new walkways will be required to provide a full system for safe pedestrian and bicycle traffic. City street standards and guidelines have been developed to provide space for more urban sidewalks and gutters or more rural pathways along street shoulders where this may be more appropriate.

Another area of significant concern for pedestrians is the Bingen Hill, or Jewett Boulevard, access road to White Salmon. There is a sidewalk from Skyline Drive west, up to White Salmon

commercial area; there is no sidewalk east, but there is a shoulder on the road, down hill to Bingen.

## **GOAL T-1**

TO PROVIDE A SAFE, EFFICIENT, AND ECONOMIC TRANSPORTATION NETWORK

### **POLICIES**

#### Policy T-1.1

Proposed routes shall be laid out in accordance with the existing transportation network and be consistent with the goals, policies, street classification standards and land use designations of the Comprehensive Plan.

The City shall consider and adopt a street classification system with urban and rural standards (see page 35 and figure 12) of the White Salmon Urbanization Study: arterials, major collectors, minor collectors and local streets and urban alleys. These standards should be reviewed with Klickitat County to reach agreement for application in the Urban Exempt Area.

#### PolicyT-1.2

Proposed development within or along existing or proposed transportation corridors identified on the Transportation Plan map (see Appendix) or in subsequent City transportation and/or street plans shall be encouraged to incorporate provisions for the location and construction of such routes.

#### Policy T-1.3

Access on major arterials shall be controlled and minimized where the primary function is through traffic movement.

#### Policy T-1.4

Proposed transportation corridor general locations are shown on the transportation map (see Appendix). The routes shown are not intended to be precise, but rather a general guideline for future development.

#### Policy T-1.5

The City shall approve development only in those instances where proposed roads and streets meet minimum city specifications.

#### Policy T-1.6

The City shall pursue the acquisition of right-of-ways wherever the need for routing or improvements is identified in the Comprehensive Plan.

#### Policy T-1.7

The City shall provide adequate signage to assist visitors in their travels.

#### Policy T-1.8

The City shall work with the Washington Department of Transportation to develop appropriate arterial street standards and local review procedures where Highway 14 and 141 cross through the City and its Urbanization Area.

#### Policy T-1.9

City shall develop and maintain communication with the Port and City of Hood River regarding the significance of the Hood River Bridge in the City's transportation system. The importance of the Park and Ride immediately adjacent to the bridge and the recently improved Washington entrance onto the bridge will continue to be considered as transportation demands evolve.

### **GOAL T-2**

#### TO PROVIDE PEDESTRIAN WALKWAYS AND BICYCLE ROUTES

### **POLICIES T-2**

#### Policy T-2.1

Plan provisions shall be made for an integrated network of safe pedestrian walkways and bicycle routes.

#### Policy T-2.2

Before establishing pedestrian walkways and bicycle routes, the following factors shall be considered:

- a) The inclusion of the proposed walkway or route on the Comprehensive Plan Map (see Appendix).
- b) Public safety
- c) The cost of such facilities as compared to the need for probable use.

Policy T-2.3 Construction of pedestrian walkways and bicycle routes shall be in conformance with the uniform design standards for trails and paths as described in the Washington State Department of Transportation Design Manual, or standards developed by the City of White Salmon.

#### Policy T-2.4

The City shall establish parking standards to assure that parking does not interfere with commerce, pedestrian traffic, or the aesthetics of the community.

#### Policy T-2.5

The City shall include adequate pedestrian walkways in the design and construction of:

- a) New bridges and replacement of existing bridges.
- b) New railroad crossings and reconstruction of existing crossings wherever feasible and appropriate.

#### Policy T-2.6

The City will continue to coordinate with County Health Department and other interested agencies in planning for Safe Routes to Schools. The School Walk and Route Guide map will be reviewed and will help inform decisions on prioritization of pedestrian improvements such as sidewalks and special street crossings.

**Policy T-2.7**

The City recognizes the additional benefits of safe routes to schools planning in that the provision of safe, well improved, highly visible, and pleasant routes to schools also improves bicycle and pedestrian connectivity for city residents of all ages. The City Schools are located on the Loop Road Trail so improving access to schools also improves access to this valuable bicycle and pedestrian connection linking the core of the City beyond the schools to Snowden Road and Route 141 extending to Husum.

## **VIII. PUBLIC FACILITIES AND SERVICES ELEMENT**

The City of White Salmon provides a number of public facilities and services to the residents of the City and the Urban Exempt Area. The City's services are typical of a small community and include fire protection, police protection, domestic water supply and distribution, sanitary sewer and to a certain extent storm water runoff systems. The following discussion details the various components of the public facilities and services available in the White Salmon area.

### **A. FIRE PROTECTION**

The City of White Salmon Fire Department is an all-volunteer organization with a typical roster of 25 to 40 members serving under a paid chief. The Department has two main line pumpers, a rescue truck, a tanker, and other small pieces of equipment. Fire departments in the Mid Columbia Gorge Region and the City of Bingen Fire Department maintain mutual aid agreements. After a recent audit, an Inter-local Agreement was signed so that White Salmon, Husum and Bingen would all be toned and respond to fires called into 911 emergency services in these three areas. Also, a fire-training officer has been hired to work with the three fire departments in training and with after-action reviews.

The White Salmon Fire Department maintains a fire rating of six by the Washington Survey and Rating Bureau. This is an extremely good rating for an all-volunteer department. A new, six-bay fire station was built during the 1990's.

### **B. MEDICAL FACILITY**

Skyline Hospital is a facility of a special rural health district chartered under Washington State requirements and is publicly supported in part by property tax levies. The hospital staff of 118 full-time employees, 16 part-time employees and 52 per diem employees, including medical professionals and administrative staff, serves White Salmon and surrounding communities. The hospital has an addition and remodel project of \$15.1 million, which is being funded by revenue bonds. The 24,000 square foot addition provides 17 single state-of-the-art rooms. This part of the project was opened in September of 2009. The remodel portion will include a renovation to consolidate all radiology services into an efficient imaging center.

The hospital operates and maintains the local ambulance service. Two locations are staffed 24/7, one at the hospital and the other in Dallesport. Life Flight service for the Gorge Area is located at Dallesport.

There are eight paramedics and eight EMT's, with one of each on duty around the clock in each location.

### **C. POLICE PROTECTION**

Since 2000, the Police Departments of Bingen and White Salmon have been combined. The Bingen-White Salmon police station is located in the lower level of the Park Center on Lincoln Street in White Salmon. There is an Inter local Agreement between the Bingen-White Salmon

councils to cover the operation of the police department. The councils have a joint police committee with two councilors from each City serving on this committee along with the mayors. The department, through an agreement with the Klickitat County Sheriff's Department, uses the Klickitat County Jail in Goldendale when the need arises.

## **D. DOMESTIC WATER SYSTEM AND OTHER PUBLIC SERVICES**

### **1. HISTORY**

The White Salmon area has been provided with domestic water since the early 1900's. The water system was privately owned until the 1930's when the City of White Salmon purchased all water rights and appurtenances and took over the operation and maintenance of the system. The system has grown over the years. Wells were drilled in the late 1990's to serve as the primary source and replace the Buck Water supply. However, with the growth in the area, the City has determined that the wells have not fully met the water demand. Most recently research has been carried out to restore the supply of water from Buck Creek, the original water source for the City. The Buck Creek watershed drainage area is approximately ten to twelve square miles. The State of Washington Department of Natural Resources leases the water source to the City. Studies by the Public Works Department have confirmed that Buck Creek has the capacity to serve the City's long-term needs. The current studies are based on injecting Buck Creek water into the existing wells to enhance the supply and to utilize existing pumping and distribution facilities and equipment.

The estimated water capacity for Buck Creek in a normal year is approximately 10 cubic feet per second. The City has water rights of 4 cubic feet per second, established in 1923 and 1957.

Improvements over the years have been made to "loop" the existing water system, replacing many of the dead-end lines that existed in the system for many years. Line sizes in the White Salmon system include 6, 8, and 10-inch lines. It is noted there are still many thousands of feet of 4-inch and smaller lines in the water system. A plan to replace these lines is being prepared.

The White Salmon Urbanization Study, June 2009, (page 36) further evaluated current constraints and opportunities to continue development based on available water, sanitary sewer, and storm sewer service in four of the White Salmon urban areas: Pucker Huddle, Los Altos, Loop Road Commercial Area and Downtown/Hospital Area. Similar to improvements to the transportation improvements water system improvements will be made incrementally using a blend of public and private funding sources.

### **2. WASTEWATER SYSTEM**

The City of White Salmon's original sewer system and treatment facility was constructed in the 1930's and upgraded in the 1950's. The collection system was built to serve the core area of the City limits with a treatment facility located between the railroad south of

the Dock Grade Road and the intersection with State Route 14. Over the years, as the community grew, the collection system was expanded. By 1970 it became apparent that the existing treatment facility was inadequate. The City's collection system was substantially improved in 1974 and consists primarily of 6-inch and 8-inch concrete sewer pipes with some 10-inch mains.

In 1991, studies began on the capacity and necessary expansion of the plant as required by Department of Ecology (DOE) because the plant was at 85% capacity. In 1992 DOE provided a mandated time frame in which to expand the treatment plant. White Salmon and Bingen worked together in raising funds for the expansion from 1993 to 1995. Construction began in June 1995 on the new treatment plant, located in Bingen on Maple Street across from Stevenson Daubenspeck & Stevenson (SDS) Lumber Mill. The plant was completed in December 1996. The expansion was designed to provide a 15-20 year growth for both cities. Bingen owns and manages the plant. The plant operates within the DOE's permit requirements and has received awards in 2007 and 2008 for meeting these requirements. When the present plant reaches 85% of capacity the study process will begin again. The two cities pay equally in the operation and maintenance of the plant, however, White Salmon pays more because they have more ERUs (Equivalent Residential Unit). An inter-local agreement will be required to address the future expansion issues, maintenance and main transmission lines.

The SR #14 sewer project, in the Riverfront Planned Development District, was completed in 2007. This will accommodate the Corps of Engineers Tribal "in lieu" site, the Tribal fish processing plant, the facilities at the Chamber of Commerce, as well as other properties in the area. This system is connected to the treatment plant in Bingen.

### **3. STORM WATER SYSTEM**

The City does have small individualized storm sewer systems running primarily east and west across the slopes of the City's topography. Each street has its own system, starting in the core area and moving two or three blocks north as well as one or two blocks south. Residential developments are required to have on site water containment.

### **4. SOLID WASTE**

The City maintains its own garbage collection services with once-weekly service. It utilizes two collection trucks and deposits the material in the transfer station at Dallesport. It is then transferred to the landfill at Roosevelt. The City provides curbside recycle service twice monthly.

### **E. PUBLIC STREETS**

The City of White Salmon maintains the public streets within the City limits, which are primarily residential collectors. The major arterials, including Jewett Boulevard, are State or Klickitat County right-of-ways and are maintained by the State or the County. Coordination with the City is necessary for snow removal because the city designates where the removed snow is placed.

## **F. PUBLIC SCHOOLS**

The White Salmon Valley School District manages the public schools in the White Salmon area, with District offices located in the Park Center Building. The School District serves Bingen, White Salmon, the Urban Exempt Area and outlying areas of Husum, Underwood, and Snowden. The School District consists of Whitson Elementary (grades K-4), Henkle Middle (grades 5-8), and Columbia High (grades 9-12), and the alternative school, White Salmon Academy. The district benefits from the Head Start and pre-school programs that are provided by Southwest Washington's ESD #112. Current enrollment is approximately 1,100 students and is divided among Whitson with 450, Henkle with 350 and Columbia and the Academy with 300 students.

The School District is a major employer in the area with a total of 62 certificate employees and approximately 47 classified employees. The nearest regional community college is Columbia Gorge Community College located in The Dalles and Hood River. There are two and four-year colleges and trade schools in the Portland/Vancouver Metropolitan area.

### **GOAL**

TO MAINTAIN A BALANCE BETWEEN GROWTH AND SERVICES

### **POLICIES**

#### Policy PF-1

The type and installation/establishment of public facilities shall be accomplished in an orderly and cost effective manner and utilized to direct urban expansion.

#### Policy PF-2

The development of public facilities and utilities shall be planned and coordinated with Klickitat County and other suppliers in advance of need.

#### Policy PF-3

The provision of public facilities and services shall be based upon financial cost and adequacy of desired levels of services.

#### Policy PF-4

The City shall prepare and adopt a capital improvement program as a planning tool to assure timely development of public facilities in advance of need. Identify funding sources, such as those listed in the White Salmon Urbanization Study, June 2009, (page 35) and align needed projects with most replacement/expansion funding source or tools.

#### Policy PF-5

The City shall maintain close coordination and joint ventures with the City of Bingen in the planning and development of public facilities and services to maximize economies of scale.



Policy PF-6

The City shall maintain, utilize, and periodically update City water and sewer plans to assure adequate levels of existing and future essential services are met.

Policy PF-7

The City shall actively participate in the planning process of other public service and utility agencies. Coordinate installation of utilities to maximize land-use potential.

Policy PF-8

The City shall maintain and update the White Salmon Municipal Code as necessary to ensure that adequate and proper consideration of public services are addressed to allow new development to proceed.

Policy PF-9

The City shall maintain the right to require off-site improvements, including street, sewer, and water system improvements, pedestrian walkways, and school improvements, if deemed necessary, at the expense of the developer.

Policy PF-10

The City shall coordinate installation of utilities to maximize land-use potential and ensure adequate inspection of utility installation and hookups. If specialized systems (e.g. step systems for wastewater) are used the system's final operating and mechanical specifications should be reviewed by the City and recorded in an appropriate manner to ensure homeowners are aware of special system needs, benefits and limitations.

Policy PF-11

The City shall encourage sustainable development practices given in Urbanization Study, June 2009.

## IX. HOUSING AND POPULATION ELEMENT

The City of White Salmon and the Urban Exempt Areas offer a variety of housing types for a range of income levels. This includes single-family dwellings, duplexes, multi-family dwellings, (including duplexes and town houses), manufactured homes, town homes, and senior citizen housing. Property values increased dramatically in the early 1990's due to the influx of homebuyers interested in recreation, arriving in the area to enjoy the rural life style of White Salmon. The Klickitat County median owner-occupied home values increased by 34% between 1980 and 2000. There were 440 existing home sales in Klickitat County in 2006 with the median home price of \$163,000. Currently, in 2009, information indicates 22 sales with a median home price of \$218,540. The recent decline in housing sales in the United States has also effected Klickitat County.

A breakdown of the units by housing type within the City limits according to the 2000 US Census was as follows:

### White Salmon Housing Characteristics, 2000

	2000 Census	
	Count	Distribution
Population	2,193	
Group Quarters Pop.	8	
Households	2,185	
Avg. Household size	2.46	
Housing Tenancy		
Owner Occupied	507	57%
Renter Occupied	380	43%
Subtotal	887	100%
Vacant Housing	61	6%
Total Housing Units	948	
Total Housing by Type		
Single Family Detached	606	64%
Single Family Attached	18	2%
Multifamily Number of Units	193	20%
Mobile Home/Other	131	14%
Total	948	100%

Source: US Census Bureau.

The 2000 US Census shows that of the 948 White Salmon housing units, only 887 were occupied. Of those occupied, 507 (57.2%) were owner-occupied and 380 (42.8%) were renter-occupied units. The median rent in 2008, taking the 2000 Census and adjusting for inflation, was \$620. The per capita income of the County was \$17,995.

Between 2003 and 2008, White Salmon grew by 11.76 acres, 11 people and 4 total housing units due to annexation. (Washington State Office of Financial Management February 2008)

**Residential Building Permit Trends, White Salmon Urbanization Area 2003 to May, 2008**

Dwelling Type	2008 (Jan-May)	2007	2006	2005	2004	2003	Total Homes	Average Permits Per Year
Single Family Detached	5	32	32	24	34	17	144	28
Mobile Homes	0	3	3	4	5	6	21	4
Multifamily	0	0	0	0	0	0	0	0
<b>Total</b>	<b>5</b>	<b>35</b>	<b>35</b>	<b>28</b>	<b>39</b>	<b>23</b>	<b>165</b>	<b>33</b>

Source: Klickitat County Homeless Housing Task Force, 2008

The Mid-Columbia Housing Authority serves a five county area including Klickitat County. Their verbal report in April 2008 indicated housing assistance being provided on a countywide basis for 191 households. The Housing Authority indicates a total of 152 senior households with families are on a waiting list for housing assistance in Klickitat County. There is no further information by city or area but it is evident that additional low-income housing is needed within the White Salmon planning area. In 2006, 36 low-income mobile homes in the Columbia Crest Park (Tim’s Trailer Park) were moved or demolished and a planned community consisting of 28 custom units, 600 to 1500 square feet, were built on the site. These units do not qualify as low-income or workforce housing.

In 1974 a United States Department of Agriculture Rural Development, Section 515 property, was built near Skyline Hospital and is referred to as Rhine Village. There are 36 units, one is a manager’s unit and the other 35 are rented to very low and moderate income households. Thirty-one of the units have a rental assistance available from USDA on a sliding scale based on household size & income. The remaining four units pay full basic rent. Rents vary from \$582 monthly for the 17 two bedroom units to \$622 for the 18, three bedroom units. Tenants must meet an occupancy requirement and must complete the annual certification forms any time their household size or income changes. All unites are inspected annually to ensure that unites are being kept in a manner that is agreeable to USDA.

**Manufactured Housing**

	In Parks	Out of Parks	RV's	Total
April 2008	39	69	8	108
April 2007	39	69	12	108
April 2006	76	12	7	144

Source: White Salmon City Hall

## 1. POPULATION

**The City of White Salmon has a stable population.** The figures released by the US Census Bureau as a result of the 1990 Census indicated a population of 1,882. The City disagreed with that estimate and by City count, contended that there were 2,110 people within the existing City limits. At that time, because of the methodology used by the City administration in developing the estimates, the figure of 2,110 was chosen as a base for estimating future populations of the Urban Exempt Area. Some dwellings that are used as second homes may account for the difference between the City and the Census Bureau report.

The Office of Financial Management indicates White Salmon’s estimated population for 2009 to be 2,220. Future growth forecasts for Klickitat County, by the Washington Office of Financial Management, (medium growth forecast) assumes that there will be an increase of 2,782 people in the county between 2007 and 2030. The level of population growth expected to occur in White Salmon will depend on the amount of buildable land inside the Urban Exempt Area, and the relative cost of housing compared to other areas in the Gorge Region and Klickitat County. For urbanization study purposes, the population growth capture rate for the White Salmon urbanization area is forecasted to range from 11% (low) to 13% (medium) and 16% (high) over the next 20 years.

### POPULATION PROJECTIONS

Population Growth Forecasts, Klickitat County and White Salmon Urbanization Area, 2007 to 2030

	Est. 2007	Projected 2020	Projected 2030	Projected Change 2007-2030
Klickitat Co.	23,049	24,470	25,831	2,782
White Salmon Area				
Low	2,195	2,692	2,841	646
Medium	2,195	3,181	3,358	1,163
High	2,195	3,915	4,133	1,938
White Salmon Pop. Capture				
Low	10%	11%	11%	--
Medium	10%	13%	13%	--
High	10%	16%	16%	--

Source: Klickitat County growth forecast by Washington OFM, local capture rate assumptions by FCS GROUP.

## Population and Income

Between 1980 and 2007 Klickitat County has grown in population to approximately 19,900 residents, which is equal to the Gorge Region average since 2000. In 2000, the median age was 39.5 in Klickitat County, compared to the national and state median of 35.3 for the same year.

### Population Trends, 1980-2007

	1980	1990	2000	Est. 2007
United States	227,224,719	249,622,814	282,194,308	298,754,819
Washington	4,132,156	4,866,692	5,894,121	6,488,000
Gorge Region	61,550	63,491	73,235	76,195
Hood River Co.	15,861	16,903	20,411	21,470
Wasco Co.	21,948	21,683	23,791	24,125
Klickitat Co.	15,822	16,616	19,161	19,900
Skamania Co.	7,919	8,289	9,872	10,700

Sources: US Census Bureau, Washington OFM, Oregon Pop. Research Center, PDX State

Gorge Region includes Klickitat, Skamania, Hood River and Wasco Counties.

Average income levels in the county dropped from 80 percent of the state level to below 65 percent in 2005. However, income levels in White Salmon are the highest in Klickitat County, with current per capita income levels estimated at \$29,190 per person.

## GOAL H-1

TO PROVIDE LOCATIONS FOR A VARIETY OF RESIDENTIAL USES AND DWELLING TYPES, WHILE MINIMIZING IMPACTS ON SURROUNDING USES.

## POLICIES

### Policy H-1.1

Residential densities and lot sizes shall be consistent with the capability of the land and availability of public facilities to support the use.

### Policy H-1.2

Landscaping and vegetation plantings shall be used to enhance properties including planting and maintaining many trees.

### Policy H-1.3

The quality and character of all designated residential areas shall be maintained and protected from conversion to incompatible and irreversible land uses.

### Policy H-1.4

Develop and adopt a hillside and bluff development ordinance to maximize and protect the setting and character of these areas.

Policy H-1.5

The City shall discourage "leapfrogging" of high-density residential areas unless no feasible alternative locations are available.

Policy H-1.6

The City shall consider innovative planning tools to allow addition density for redevelopment and infill with strict development standards within several blocks of the (C2) General Commercial (City) zones in the downtown and hospital areas as indicated on the Preferred Urbanization Plan map in the WS Urbanization Study, June 2009.

Policy H-1.7

Incorporate pedestrian and bicycle paths to interconnect residential areas within the community at large.

Policy H-1.8

Require curbs, gutters, sidewalks, and street lamps on White Salmon Street Standard when approving short plat and subdivisions.

**GOAL H-2**

**TO PROMOTE DIVERSIFIED RESIDENTIAL OPPORTUNITIES FOR ALL ECONOMIC LEVELS.**

Policy H-2.1

Rehabilitation of substandard housing shall be encouraged.

Policy H-2.2

Housing opportunities for all economic income levels shall be encouraged particularly, workforce housing.

Policy H-2.3

The City shall encourage appropriate redevelopment and infill with development standards to ensure compatibility in the (C2) General Commercial (City) zones in the downtown and hospital areas.

Policy H-2.4

The City shall Target minimum half-acre lots sizes for residential zones in the Urban Exempt Area, except where zoning permits smaller lots with adequate services.

Policy H-2.5

Where lot sizes greater than the minimum are proposed, the City shall ensure a "shadow plat" or redevelopment plan that indicates how redevelopment or infill can occur in the future including a future street plan.

Policy H-2.6

Both site built homes and manufactured housing shall be recognized as necessary and functional housing although special standards in placement and location will apply to each.

**Policy H-2.7**

The City shall consider special regulations allowing Accessory Dwelling Units (ADU) subject to special standards. ADUs can serve several purposes including: providing housing opportunities for expanded families in response to shifting demographics and a tightening economy; accommodating seasonal residents; allowing diversification of income for homeowners; and increasing availability of smaller, more easily maintained units in a manner consistent with single-family residential development.

## **X. URBANIZATION ELEMENT**

For the purposes of this Plan the term Urban Area means the land within the incorporated City of White Salmon. The term Urban Exempt Area means that area outside of the City of White Salmon, and exempt from Columbia River Gorge – National Scenic Area Regulations. The Urban Exempt Area was established by the 1986 legislation which designated the Columbia River Gorge National Scenic Area. The Urban Exempt Area, consisting of approximately 2,210 acres, serves as a buffer between the Urban Area and the more rural areas to the north and west in Klickitat County. The County has adopted the Bingen/White Salmon Urban-Exempt Area Plan as a sub-area plan within their Comprehensive Plan. This plan is dated November 1991. The land in the Urban Exempt Area remains under county jurisdiction until property owners' petition for annexation in to the City and the annexation process is complete.

Planning for the Urban Exempt Area is important to control urban sprawl and discourage leapfrog development. Leapfrog development is characterized by intensive residential, commercial or industrial development separated by parcels of rural/agricultural lands. The existence of the Urban Exempt Area implies that the City is expected to grow and may eventually incorporate the Urban Exempt Area into City limits through annexation, providing annexed land with the necessary City services. The presence of the National Scenic Area beyond the Urban Exempt Area creates additional limitations on expansion of City Limits beyond the Urban Exempt Area. The County exercises sole planning authority over the Urban Exempt Area but there is value to be gained from increased cooperation between City and County in the management of the Urban Exempt Area in a manner that ensures sensible, well-planned expansion and the ability to urbanize lands available for urbanization at densities that utilize the limited available land base well while respecting rural values and aesthetics.

The Urban Exempt Area currently receives services from both Klickitat County and the City of White Salmon. The County maintains the road system within the Urban Exempt Area and residents in the area use the City of White Salmon's water and sewer systems. Police jurisdiction resides with the county sheriff but the Bingen-White Salmon Police Department patrols and responds to incidents in the Urban Exempt Area through a mutual aid agreement between the County and City. The Urban Exempt Area is in Fire Protection District #3 but the City of White Salmon Fire Department responds to all fire calls in the area. The Urban Exempt Area receives ambulance service from Skyline Hospital. Fire District #3 also has a rescue vehicle.

As of 2009, the Urban Exempt Area is a mixture of subdivided lots ranging from one-half acre to more than 20 acres. Some developments have established Covenants, Conditions and Restrictions (CC&Rs) which regulate the form of development allowed. The entire area has one-half acre minimum lot size enforced by Klickitat County.

The White Salmon Urban Exempt Area encompasses approximately 2,210 acres.



## Urban and Urban Exempt Area

Sub areas*	Acres	Vacant Acres
City of White Salmon	790	306
Pucker Huddle	311	132
Los Altos	338	109
Loop Road	362	111
Total Land Area	1801	658

Source: Klickitat County and Columbia Planning & Design  
The sub areas are indicated in the appendix

Approximately one-third of the Urban Exempt Area is considered vacant. Vacant land is any of the 1,920 parcels that have an improvement value of less than \$10,000 (the lowest value “cabin” – type dwelling in the County Assessor’s data base.) Note that not all of the gross acreage is developable due to constraints such as wildlife habitat, shorelines, slopes and roads/utilities/public use needs. In addition, these figures do not include potential for redevelopment (i.e. a home on 5 acres is considered “developed” although the lot could be further divided in some areas).

### Existing Zoning and Supply

A range of urban densities is allowed in the City, including provisions for single-family homes on 5,000 square foot lots and zones for duplexes, town houses and condominiums at higher densities. The City also allows mixed use potential as a conditional or accessory use for up to 50% residential occupancy in the C2, General Commercial (downtown) and RPD, Riverfront Planned Development Districts (near the Port of Hood River Bridge).

### Zoning and Land Supply A

#### CITY OF WHITE SALMON

Zone	Minimum Residential Lot Size/Density	Total Acres	Developed	Vacant*
R1	5,000Square Feet	315	185	130
R2	5,000SF, 6,000SF duplex 3,000 SF/town house	196	139	57
R3	5,000 SF, 6,000 SF duplex 2,000 to 2,500/town house	26	22	4
C2	Up to 50% residential as a conditional use	75	53	22
Public	N/A	21	5	16
RPD Riverfront Plan Dist.	Up to 50% residential as an accessory use	146	72	74
MHR Mobile Home Residential	Mobile Home Parks on minimum 2.5 acres	11	8	3
Total City Land		790	484	306

Source: City of White Salmon; Klickitat County Assessor's Office

\*vacant lands include all lands with less than a \$10,000 improvement value

The forecasted, 2007 - 2030, increase in population of 646 to 1,938 new residents, combined with an assumption for second home demand (at 10% of total housing demand) results in a total forecasted housing demand for the White Salmon urbanization area that ranges from 291 dwelling units (low), to 525 dwelling units (medium), and 879 dwelling units (high). The majority of this new housing demand is likely to consist of single-family detached housing units (65%). Town houses/infill development is expected to account for about 5% of total demand, multi-family houses are expected to account for 20% of total demand, and manufactured housing expected to account for 10% of total demand.

**Forecasted Housing Need, White Salmon Urban and Urban Exempt Area, 2007 to 2030**

	Low	Medium	High	
Population Change	646	1,163	1,938	
Average Household Size	2.47	2.46	2.45	
Occupied Dwellings	262	473	791	
Second Homes*	29	53	88	
Total New Dwellings	291	525	879	Housing Mix Assumptions
Single Family	189	341	571	65%
Town houses/infill	15	26	44	5%
Multifamily	58	105	176	20%

\* assumes that 10% of future demand will be comprised of second-home demand.

**White Salmon Urbanization Area Land Needs**

Assuming there are adequate public facilities (roads, water, sewer) to service new development, and competitive buildings and sites are developed to retain/attract new residents and businesses, White Salmon's Urban Exempt Area's development potential ranges from medium to high growth within Klickitat County. The table below indicates that the expected housing demand of 291 to 879 new housing units translates into approximately 89 to 268 buildable acres of residential land demand.

**Forecasted Residential Land Need**

**White Salmon Urbanization Area, 2007 to 2030 (net acres)**

Land Demand (acres)	Low	Med	High	Density Assumption
Single Family	63	114	190	3 per acre
Town houses & Urban Infill	2	3	5	8 per acre
Multifamily	5	9	15	12 per acre
Manufactures/Mobile Homes	3	5	9	10 per acre
Subtotal	73	131	219	
Plus roads/easements	16	29	48	18 percent
Total Buildable Land Need	89	160	268	

The amount of land required to accommodate growth development will vary depending upon the ability to provide redevelopment sites as well as adequate vacant lands in marketable locations. Localized development density assumptions have been applied regarding:

- The number of jobs needing new development (adjustments made to account for work at home and enhanced utilization of existing buildings);
- Average building floor area required per new job
- Average building floor area ratios by building use classification
- And net-to-gross land adjustments to account for additional land required for public roads and easements.

**Employment Development Density Assumptions, White Salmon Urban Area, 2007 to 2030**

Sector Use	Jobs Needing New Development (1)	Bldg. Floor area per Job in Square Feet (2)	Building Floor Area Required (2)	Gross: Net Land Adjustment(3)
Industrial	90%	1,200	0.18	1.15
Retail & Entertainment	75%	500	0.30	1.15
Lodging & Food Services	75%	400	0.30	1.15
Office/Commercial Services	80%	300	0.30	1.15
Health Care	80%	500	0.20	1.15
Government	80%	350	0.25	1.15

Notes:

- (1) Allowances based on estimated share of jobs that could be accommodated by existing under-utilized buildings and home-based employment.
- (2) Building density derived from Portland Metro Employment Density Study, 2005 adjusted to local conditions by Columbia Planning & Design 2009 CPD.
- (3) Allowances take into account land dedicated to public road and utility easements.

Using the aforementioned assumptions for job growth and development densities, the amount of building area absorption potential for employment development in the White Salmon Urban Area ranges from 35,000 to 75,000 net square feet of floor area over the next 20 years.

After adjusting for home-based jobs and enhanced use of under-utilized sites/buildings through redevelopment, this amount of employment-related development is forecasted to require between 4 and 10 gross buildable acres of land area over the next 20 years. The land needs forecasts do not take into account any land that may be unbuildable due to environmental constraints (such as shorelines, wetlands, wildlife habitat, flood plains, steep slopes, and public roads/utility easements). These land demand forecasts also do not reflect special land uses that are not typically accounted for by market trends, including public parks and open space, community facilities, schools, public works shops/yards, churches and cemeteries.

The following table applies the above assumption in estimating the plan area of net buildable residential and commercial lands for the City urbanizable areas. There are an estimated total of 366 net buildable acres, of which 45 acres are zoned commercial and 321 acres are zoned residential. The residential supply is split between City and County.

**Residential and Commercial Buildable Land in the City of White Salmon**

Residential and Commercial Zones	Minimum Residential Lot Size/Density	Gross Vacant Acres	Available Commercial (Gross x Use 75%)	Steep Slopes (Gross x 20%)	Streets & Utilities (Gross x 15-18%)	Net Buildable Acres
R1 Single Family Residential	5,000 Square Feet	130		-26	-20	84
R2 Medium Density Residential	5,000 SF 6,000 SF/duplex 3,000 SF/town house	57		-11	-9	37
R3 Multi-Family Residential	5,000 SF 6,000 SF Duplex 2,000 to 2,500 town house	4		-1	-0.5	2.5
C2 General Commercial	Up to 50% residential as conditional use	22	16.5	-3	-3	10.5
RPD Riverfront Planned District	Up to 50% residential as accessory use	74	55.5	-11	-10	34.5
MHR Mobile Home Residential	Mobile Home Parks minimum 2.5 acres	3		-0.5	-0.5	2
Total City Land		290	72	-52.5	-43	170.5

### Urban Exempt Area

Residential & Commercial Zones	Minimum Residential Lot Size/ Density	Gross Vacant Acres	Habitat (Gross x -10%)	Steep Slopes (Gross x -20%)	Street and Utilities (Gross x -15 to -18%)	Net Buildable Acres
SR Suburban Residential	20,000 SF	220	-2	-44	-33	121
PRI Rural Residential	1 acre	61	-6	-12	-9	34
RR2 Rural Residential	2 acres	0	0	0	0	0
GC General Commercial	N/A	0	0	0	0	0
R Residential	6,000 SF w/sewer 20,000 SF w/O sewer	19	-2	-4	-3	10
Total County Land		300	-30	-60	-45	165

### White Salmon Area Land Needs Summary

The supply of estimated buildable land appears adequate to meet both the midpoint and high demand estimates for residential and commercial land needs. Additional information would be required to assess general public water and sewer feasibility in order to refine the buildable lands inventory. City, stakeholder and public input is recommended in refining urbanization strategies.

### Redevelopment Potential

The land inventory includes developed land, defined as parcels, which have more than \$10,000 in improvements. This is the lowest value in the assessor’s database for a “cabin”, which the county considers as a dwelling. There are also “developed” parcels with a home or shop, and additional land available for a short plat, subdivision or planned development application that could increase development potential. Finally, there are parcels within the City zoned C2 Commercial, or RPD Riverfront Planned Development that could be developed or redeveloped at higher densities than currently exist.

### Land Needs Summary

Findings indicate that White Salmon can be reasonably positioned to benefit from economic growth and development in the Gorge. The amount of supportable development potential for the White Salmon Urbanization Area will be directly dependent upon the City’s ability to provide adequate infrastructure service to sites and buildings.

## GOAL U-1

TO UTILIZE THE URBAN AREA WITHIN CITY LIMITS AND THE URBAN EXEMPT AREA IDENTIFIED IN THE COLUMBIA RIVER GORGE NATIONAL SCENIC AREA ACT IN A MANNER THAT ASSURES AN ORDERLY TRANSITION FROM RURAL TO URBAN LAND USES.

## POLICIES

### Policy U-1

The City Comprehensive Plan Map (see Appendix) will assign land use designations applicable within the City Limits and *identify* land use designations adopted and administered by the County beyond the present City limits and within the unincorporated Urban Exempt Area. The City Comprehensive Plan Map cannot and will not assign land use designations to property outside the City Limits but will reflect for reference, as closely as possible, the comprehensive plan designations assigned to these areas by the County.

### Policy U-2

The City will carefully consider how and when coordination is beneficial to both current planning actions and long-range planning efforts. The City will review and comment on proposed developments within the unincorporated Urban Exempt Area as deemed necessary to advise the County of the City's plan and aspirations for the Urban Area. Every effort will be made to coordinate cooperatively with the County in its planning efforts for the Urban Exempt Area surrounding White Salmon City Limits.

### Policy U-3

The City shall encourage annexation of lands within the Urban Exempt Area as property owners request such annexation. Lands annexed must be contiguous to existing City limits. This will assure compatibility with existing City development and cost effective extension of City services.

### Policy U-4

The City will work with the County to establish a mutual set of Urbanization Policies for the urban exempt area that could include more formal coordination between City and County on items including but not limited to the following:

- Rural road standards sufficient to allow for reasonable access to serve lower densities while outside City Limits and that can and will be readily improved to meet city standards upon annexation.
- Address if, when, and how use of wells may be allowed within the City's water service area.
- Establishment of minimum lot dimensions to support lot creation that accommodates further development once land is annexed.
- Requirements for ghost platting to help predict and accommodate future on site land division and development upon annexation.

- Requirements for future street connection plans as necessary to ensure that access routes are adequately routed and extended to support longer-term connectivity.
- Uniform standards for implementation and maintenance of alternative wastewater treatment systems when they are deemed necessary and feasible as best means of service expansion.
- Transfer of Development Rights from Wild and Scenic River Management Area into Urban Exempt area or less developed portions of the Urban Exempt Area
- Methods and timing for coordination on Critical Area Mitigation issues, such as banking and expenditure of funds for off-site restoration and enhancement in lieu of on-site mitigation for larger project impacts elsewhere in the County.
- Identifying best tools to ensure equitable landowner participation in necessary improvements to roads or other service upgrades at time of annexation. (e.g. agreements to annex and waivers of remonstrance against limited improvement districts...)

#### Policy U-5

Updated data and mutually accepted Urbanization Policies will be proposed for inclusion in future updates or revision of the Urban Exempt Area Plan for Bingen/White Salmon or separate Urban Exempt Area Plans if the County prefers to plan separately for land surrounding Bingen and White Salmon.

#### Policy U-6

The City will attempt to negotiate and adopt a mutually acceptable Inter-local Government Agreement between the City and County for coordinating land use planning and decision making within the Urban Exempt Area. The agreement should be implemented jointly and periodically updated and renewed as necessary to remain effective.

#### Policy U-7

The City shall protect the quality of life of its residents including the consideration of additional bike and walking paths, open areas, parks and green ways.

#### Policy U-8

The City shall encourage infill of vacant urban land and redevelopment and mixed use in downtown, near hospital commercial area and in the Riverfront Planned District.

#### Policy U-9

The City shall protect the rural essence of the City including the protection of natural, cultural, recreational, and scenic resources.

#### Policy U-10

The City shall support and sustain the economic vitality of the City.



## **XI. LAND USE ELEMENT**

The Land Use Element of the Comprehensive Plan and the Plan Map (see Appendix) are the major focal points of the Comprehensive Plan. The purpose of the Land Use Element is to provide a written explanation of the Comprehensive Plan Map. Also, by combining land use designations with goals, policies and implementing measures, the Land Use Element designates actual land uses on the Plan Map.

### **A. BACKGROUND INFORMATION**

Topography, vegetation, and climate combine to make the quality of life in White Salmon unique and desirable. The City anticipates increased demand for residential development in the City and the Urban Exempt Area.

### **B. LAND USE DESIGNATIONS**

The Comprehensive Plan Map is divided into the following land use designations: three residential districts, two commercial districts, a light industrial district and a planned river district. In addition, there is an overlay zone for natural hazards, which includes both flood plains and steep slopes. The intent of the Plan Map is to portray specific land use designations and to serve as a guide for the Zoning Map. The Zoning Ordinance and Zoning Map are the implementing measures of the Comprehensive Plan and as such must be subservient to the Plan Map. The relationship between the two documents is such that the Comprehensive Plan and Comprehensive Plan Map are the controlling documents of the Urbanization Area. The zoning ordinance and zoning designation may allow a less intensive use than the Plan Map but may not allow a more intensive land use than the Plan Map indicates.

#### **1. RESIDENTIAL LOW DENSITY (R-L)**

No R-L areas are currently designated on the city's Comprehensive Plan or Zoning Maps. The R-L land use designation is created to provide a zoning designation that will allow for orderly annexation of areas currently located outside the city limits and predominantly characterized by half-acre lot patterns. This land use designation and residential zone may also be applied in areas that can be served but remain subject to certain restrictions on available public services resulting in a need for larger minimum lot sizes. Other zoning tools will be developed for use along with the half acre zoning in order to provide for development at or near densities provided for in the R-1, R-2, and R-3 zones where and when such development or redevelopment can be adequately served and if it can be designed and developed in a manner consistent with surrounding half acre development patterns. Tools being considered for cautious application in this zoning district include residential PUD provisions applied through conditional use process and subject to special development standards.

## **2. SINGLE-FAMILY RESIDENTIAL (R-1)**

R-1 areas designated in the City and the Urban Exempt Area are those areas adjacent to the developed portions of the City and the outlying areas of the Urban Exempt Area. The R-1 Zones are designated for single-family detached units. Single-family detached units may include manufactured homes but not mobile homes. Lots within this zone must meet or exceed 5,000 square feet.

## **3. MEDIUM-DENSITY RESIDENTIAL (R-2)**

R-2 areas should be designated on lands that are already platted and toward the center of the Urban Area. The R-2 zones are designated for uses as consistent with the R-1 zones. In addition, a single duplex or a townhouse building with no more than two townhouses is allowed. Lots within this Zone must meet or exceed 5,000 square feet per single-family unit, 6,000 square feet for a duplex unit and 3,000 square feet per townhouse. Additional single-family housing types being cautiously applied in this zone, through conditional use process or review subject to special standards, include accessory dwelling units, town houses subject to updated development standards, and cottage infill project provisions.

## **4. MULTI-FAMILY RESIDENTIAL (R-3)**

The R-3 is intended to serve as high-density residential housing and as a buffer between commercial and the low-density residential neighborhoods. The R-3 zones are designated for uses consistent with the R-1 and R-2 zones as well as for multiple dwelling structures including buildings with two or more townhouses, triplex, fourplex and multifamily apartments. These dwellings must be rented on a month-to-month basis. Lots within this zone must meet or exceed 2,500 square feet per dwelling unit for the first two units and 2,000 square feet per each additional dwelling unit. . Additional single-family housing types being cautiously applied in this zone, through conditional use process or review subject to special standards, include accessory dwelling units, town houses subject to updated development standards, and cottage infill project provisions.

## **5. MOBILE HOME RESIDENTIAL DISTRICT (MHR)**

The MHR zones are designated for mobile home parks intended for single-family residency. Structures permitted in this zone are for facilities related to the running of a mobile home park. These structures include park office, laundry, toilets and washrooms. The mobile home park must meet or exceed 2.5 acres and the development must conform to the requirements of local and state health and sanitary authorities. The map depicts three areas that are currently zoned mobile home parks of which two remain. An amendment of the Plan Map and Zoning Map would be required to designate additional areas in the city or urban area as MHR.

## **6. GENERAL COMMERCIAL DISTRICT (C)**

The Commercial zone is designed for primarily retail establishments selling groceries, living needs, personal services, and convenience goods for the local residential districts, neighboring communities, and visitors alike. Such uses would include groceries, drugs, laundry and personal services, banks, restaurants, and other businesses. All storage and business must be completely contained within an enclosed building. (Exceptions can be made for gas stations). There are two areas designated in the City and one area in the Urban Exempt Area as General Commercial Districts. The two inside the City are extensively developed and primarily changing commercial uses, infill and re-development are expected to be seen over the years. The Urban Exempt Area C-1 zoning has been slightly expanded to accommodate existing commercial businesses and to support job creation and retention.

## **7. RIVERFRONT PLANNED DISTRICT (RPD)**

The City has approximately three-quarter mile of Columbia River frontages along SR 14, two portions of which have been designated as Native American In-Lieu Sites. This designated planned district must be consistent with standards specifically provided in the Wetland and City Wetland Buffers Zoning Ordinance. It is the intent to allow planned developments containing a variety of uses in the Growth Management Act. Some of those uses include recreational, commercial, light industrial and limited residential use. These uses are similar to both C-1 and C-2 Zones. Due to the SR 14 access separation criteria, secondary access roads, rather than direct access to SR 14, will be encouraged and in some cases required.

## **8. CLEAN AND COMPATIBLE INDUSTRIAL LAND BASE**

There is no land designated exclusively for light industrial land use within the City or Urban Exempt Area at the present time. The City and the Urban Exempt Area are limited in the ability to provide suitable areas for light or heavy industrial development. The city currently has designated and zoned the RPD to provide for planned developments including light manufacturing. The city recognizes the value and potential of further evaluating areas within and surrounding the city limits to locate additional areas suitable for clean and compatible industrial or industrial/commercial mixed use.

The city has not yet completed a process to anticipate the full potential for compatible and beneficial light industrial activities to locate or seek the right to continue on suitable ground within the City Limits. For this reason the City retains the flexibility to permit some light industrial uses conditionally in its Commercial Zone. This provides for some compatible inclusion of light industrial use within existing commercial zones and allows for possible application of the Commercial Zone to additional lands outside the RPD. Application of additional Commercial zoning by the City Council is expected to be minimal and to occur through quasi-judicial requests for zone change and comprehensive

plan map amendment. This is anticipated and supported in order to allow for beneficial and compatible light industrial uses not accommodated by other land use designations.

## **B. NATURAL HAZARDS**

Natural hazards are those areas defined as either a Flood Plain by the Federal Emergency Management Agency (FEMA) or those areas having 15 percent or greater slopes. Areas in excess of 40 percent slopes are considered non-buildable. (Refer to the Flood Plan and Natural Hazard maps for locations). Proposed developments in these areas will be required to complete the processes outlined in the Slope Hazard Overlay Zone Section of the White Salmon City zoning ordinances. For detailed information go to Critical Areas Element.

## **XII. RESOURCE LANDS ELEMENT**

There are no designated Resource Lands in the City of White Salmon or in the Urban Exempt Area. The Urban Exempt Area once had numerous cherry and pear orchards, but most of these have been converted for residential development and only a few remnants remain. There are no mines or active gravel sources. Scattered woodlots exist and a small amount of trees are occasionally harvested for commercial purposes. Any designation of Resource Lands in the Urban Exempt Area would be the responsibility of the County. In the Urban Exempt Area Klickitat County makes the decision to designate land parcels as resource land.

### XIII. CRITICAL AREAS ELEMENT

The (GMA) Growth Management Act requires “partially planning” cities to designate and protect critical areas through a Critical Area Ordinance. This section of the Comprehensive Plan discusses critical areas in the City and establishes goals and policies which will be used to develop a Critical Area Ordinance for land within the City limits. The County has an ordinance in place to protect critical areas in the Urban Exempt Area.

Critical areas perform key functions that enhance the environment and protect people from hazards. The beneficial functions and values provided by critical areas include, but are not limited to, water quality protection and enhancement; fish and wildlife habitat; food chain support; flood storage, conveyance, and attenuation (the slow release) of flood waters; ground water recharge and discharge; erosion control; protection from natural hazards; and recreation. Identifying the functions and values of local critical areas is essential in defining the purpose of a critical areas protection program.

There are at least three reasons for protecting critical areas in the City of White Salmon:

- To protect people and property from natural hazards.
- To protect the environment and enhance the quality of life for city residents.
- To preserve environmentally sensitive areas valuable for their ecological function.

**Development in critical areas is not absolutely prohibited under the GMA, so long as the functions and values of the critical areas are protected. While the city has discretion to adopt critical areas regulations that may result in local impacts upon some critical areas, or even the loss of some critical areas, there must be no net loss of the structure, value, and functions of the natural systems constituting the protected critical areas. The city must provide a detailed and reasoned justification for any critical area not protected. To accomplish this, local critical areas data should be developed and relied upon when making land use decisions.**

Local jurisdictions in Washington State are required to apply the standards supported by Best Available Science (BAS) when protecting critical areas. This science is used when assessing how critical areas function and how best to protect them from existing or future development. The locally applicable scientific data that is relied upon includes research and assessment data, monitoring data, inventory, and survey data for each critical area. Where this level of information has not been developed, relying on expert opinion or synthesis literature may be helpful in understanding how critical areas function and how land use decisions should be made. The City’s intent in applying standards supported by BAS is to achieve no net loss of wetlands, floodplains, fish and wildlife habitat areas, riparian zones, and aquifer recharge/wellhead protection areas; and to avoid the loss of life and property due to known risks associated with hazardous geological and frequently flooded areas. Where avoidance is not practical, the intent is to minimize the environmental impacts of development within and adjacent to critical areas. This regulation promotes a balance between recreational and public use of critical areas, consistent with the maintenance of their natural appearance and functional values.

There is no single best approach to the protection of critical areas. The City of White Salmon will decide which approach to apply in the development of a Critical Area Ordinance, consistent with GMA requirements and the community's future vision.

Critical area maps referred to by this document are meant for preliminary planning work and should be supplemented by on the ground investigation and follow up at the time of a development application.

The GMA identifies five critical areas:

- Wetlands
- Aquifer recharge area for potable water
- Frequently flooded areas
- Geologically hazardous areas
- Fish and wildlife habitat conservation areas

### **A. Wetlands**

Wetlands provide significant environmental functions including the control of floodwaters, maintenance of summer stream flows, filtration of pollutants, recharge of groundwater, and habitat for fish and wildlife. Uncontrolled development in and adjacent to wetlands can eliminate or seriously reduce these important functions, and detrimentally affect public health, safety, and the general welfare.

Urban area wetlands may provide different functions than wetlands in rural areas. They may not provide the same quality of wildlife habitat because of their isolation from other habitats. However, some urban wetlands may provide critical habitat for one or more species, and important water quality and quantity functions important for aquifer recharge and flood retention.

There are few recognized wetlands within the City of White Salmon. However wetland areas are recognized near Columbia High School and near the Snowden Road.

### **B. Aquifer Recharge Areas**

Groundwater aquifers are porous, geological formations that hold surface water that has percolated into the soil. As water infiltrates permeable soils, it is held there during peak storm periods and then is slowly released to moderate the flows a stream would carry if no aquifer were present. Urban development disrupts the natural hydrological cycle through clearing, grading, filling, covering of land, soil compaction, piping of natural drainage systems, removal of natural vegetation, and planting of ornamental landscaping. All of these activities reduce the land's natural capacity to absorb, filter, store and convey storm water.

When this capacity is diminished, surface water runoff and the potential for flooding and erosion is increased. Ground water recharge is also reduced. Groundwater aquifers are also subject to degradation by pollutants resulting from development and ongoing urban activities. Deterioration can occur when pollutants such as sediments, fertilizers, organic and toxic materials are

discharged into surface runoff. Contaminants from various land use activities, streets and parking areas are carried into the storm drainage system by rainfall. Polluted waters can cause health problems, reduce wildlife habitat value and detract from aesthetic qualities of water resources.

The City's water supply is currently from two municipal wells and Buck Creek, a surface water source. Both sources are located outside of the City and its Urban Exempt Area. The Buck Creek source came on-line in 2010 after a sand filter system was constructed. It is essential that the City coordinate with the County to protect and preserve both the quality and quantity of drinking water from the wells. The Buck Creek water source is located on State Department of Natural Resources lands and close coordination with that department is also important.

### **C. Frequently Flooded Areas**

Frequently flooded areas can present significant hazards to health, safety and property under inappropriate use. Floodplains and other areas subject to flooding perform important hydrological functions and may present a risk to persons and property. Classification of frequently flooded areas should include, at a minimum, the 100-year floodplain designations of the Federal Emergency Management Agency (FEMA), and the National Flood Insurance Program (NFIP). Areas that require flood hazard protection typically involve riparian habitat areas and wetlands. Most of the areas in White Salmon prone to frequent flooding exist at the bottom of narrow draws or are otherwise topographically limited such that flood plain protection will not limit development over large areas of the city. FEMA has produced a map of the flood hazard area for the City of White Salmon, the map is old and shows only un-numbered A zones with no assigned base flood elevation. This map is only marginally useful as a guide to assist the City in determining when site-specific flood elevations must be determined in order to accurately map the floodplain.

### **D. Geologically Hazardous Areas**

Geologic hazard areas include areas susceptible to landslides, erosion, seismic hazards from earthquakes, and volcanic events. They can pose a threat to public safety and property or infrastructure damage when inappropriate development is sited in areas of hazard.

#### **1. Landslide Hazards**

Landslide hazards exist in areas with certain “unstable” soils and in documented areas of previous landslide, usually in unconsolidated or partially consolidated sediments. Human activities such as diversion of water from rooftops and paved areas, improperly placed and compacted fills, dumping of debris, road and utility cuts into hillsides, excavation for building sites, and failure of retaining walls can also increase the potential for landslides.

Washington Department of Natural Resources, in coordination with the Washington State Division of Geology and Earth Resources, in a January 2007 Landslide Hazard Zonation Report includes an inventory of landslides



and high hazard landforms in Klickitat County. State Highway 141A experienced landslide event during the storm of 1996. The tributaries east of Jewett Creek and the lower face of Bourdoin Mountain are designated as hazard landslide areas.

## **2. Erosion Hazards**

Erosion hazards are associated with slopes with certain surface water and geological characteristics. The most effective means of erosion control is a set of construction management practices that limit clearing; require mitigation; limit soil disturbance to dry seasons of the year, and require re-vegetation and maintenance of developed sites to prevent erosion after development.

## **3. Seismic Hazards**

Seismic events (earthquakes) can cause damage as a result of landslides, soil liquefaction, and/or high-amplitude ground shaking. Areas underlain by soils of low density in association with shallow groundwater are liquefaction hazard areas and may include river drainages, beach areas, ponds and lakes. Washington Department of Natural Resources geologists published a report in September 2004 evaluating the potential for soil liquefaction and high-amplitude ground shaking in Klickitat County. The lengths of the White Salmon River and lower Bingen areas are high interest areas.

The impact of seismic activity can be mitigated through regulatory requirements, including adherence to building codes that require earthquake-resistant design and construction. The International Building Code regulates the design and construction of buildings located in seismic hazard areas. White Salmon and the Urbanization area are located in seismic zone four. No additional zoning requirements are necessary to regulate structural design.

## **4. Mine Hazard Areas**

There are no active mines in the City of White Salmon.

## **5. Volcanic Hazard Areas**

Strawberry Mountain (900,000 years old) and the Underwood Mountain (700,000 years old) to the west are extinct Pleistocene Volcanoes. They are of no threat to White Salmon area residents. Mt. Hood to the south and Mt. Adams to the north are dormant volcanoes but could become active much as Mt. St. Helens did in 1980. Mt. Adams is one of the largest volcanoes in the Cascade Range; its last major eruption was 3,500 years ago. There have been at least four major eruptions on

Mt. Hood during the past 15,000 years. The last minor eruption was about 200 years ago. A major eruption on either Mt. Hood or Mt. Adams could cause major disruptions for White Salmon residents from airborne ash.

## **E. Fish and Wildlife Habitat Conservation Areas**

Wildlife habitat is an integral part of the City and Urban Exempt Area. However, much of the natural systems have been fragmented by urbanization and degraded by past activities. Fisheries habitat is limited to Jewett Creek near the northeastern boundary of the city. While most of White Salmon's land areas are designated for urban growth, and while new development as well as redevelopment is encouraged by adopted land use policies, it is important that future growth and development occur in a manner that is sensitive to the natural habitat resources of the City and Urban Growth Area.

The Washington Department of Fish and Wildlife has mapped Priority Habitats in the City and Urban Growth Area. All of the Urban Exempt Area and much of the outskirts of the City are considered a Priority Habitat by the state. Key habitat types found in White Salmon are:

**Ravines.** Ravine areas are a complex combination of steep slopes, geologically hazardous formations, stream systems, springs, and forestlands that provide valuable habitat for fish and wildlife, open space, and aesthetic benefits. They provide essential wildlife corridors, facilitating connection with other critical areas with important habitat functions such as streams, shorelines, wetlands and forest areas. Ravine areas in the City and urbanization area are difficult to access and hazardous for building, thus they remain undeveloped. The bluff area just above State highway 14 is an excellent example. This area designated as open space provides important habitat for many species including deer, raccoons, opossum and numerous bird species. Because of its steepness it will likely remain essentially undeveloped.

**Riparian corridors.** Areas adjacent to creeks and streams provide shading of fish habitat helping to maintain stream temperature, filter sediment and pollutants, and provide woody material and nutrients. Overhanging riparian vegetation provides cover and food sources for fish and other aquatic life forms. Riparian corridors also serve as refuges and travel corridors for wildlife. A wide variety of wildlife species depend upon riparian zones for all or a portion of their life cycle.

Jewett Creek is an excellent example of a riparian corridor providing important wildlife habitat for numerous species. The western gray squirrel, a state threatened species, is found throughout the corridor.

The City of White Salmon has a length of shoreline along the Columbia River which comes under the State Shoreline Management Act. The land is zoned for mixed-use light industrial, commercial, and some residential. The river's edge is segregated physically from developable land in the Riverfront District by the railroad. There are no other rivers or lakes of sufficient size

within the city limits to be subject to the shoreline rules. The City has adopted by ordinance, Klickitat County's Shoreline Master Program.

**Woodlands, Fields, and Woodland Edge.** Some valuable habitat conservation areas are located at the edge of currently developed areas where open fields and broken canopy meet established woodland area. This edge condition provides cover and variation in forage food sources. There are many good examples of this habitat type in the Urban Exempt Area, as well as some within the City limits. These habitats are very important for the numerous resident deer and songbirds found in the City and Urban Exempt Area.

**Wetlands.** Wetland functions include flood control, pollution filtering, sediment removal and erosion control, as well as wildlife habitat, food sources for fish, open space, and aesthetic and recreation opportunities. While wetlands are one of the most important critical resource areas statewide, White Salmon wetland areas are limited. However, wetland areas are recognized in the Columbia High School and Snowden Road areas.

## **CRITICAL AREA GOALS**

### **GOAL CA-1**

TO PROTECT THE HEALTH, SAFETY, WELFARE AND PROPERTY OF RESIDENTS THROUGH THE APPLICATION OF STANDARDS AND POLICIES REGULATING DEVELOPMENT IN AREAS SUSCEPTIBLE TO NATURAL DISASTERS AND HAZARDS

## **POLICIES**

### Policy CA-1.1

**Inventory.** The City shall develop and maintain a list of available maps of critical hazard and resource areas within the City relying on best available sources. Inventory process will be developed to incorporate new site-specific information from applicants vetted during permitting onto inventory maps. The City shall periodically update maps and inventory to reflect the most current science and information regarding critical resource areas within the City.

### Policy CA-1.2

The City shall avoid conflicts between development and resource values or hazards by directing development activity away from critical hazard and natural resource areas. Unavoidable impacts should be managed to avoid net loss of resource values and adequately protect life and property.

### Policy CA-1.3

**Construction BMP.** The City shall require construction methods reflecting professionally accepted best management standards to prevent erosion, sedimentation, siltation, and damage to nearby habitat areas and downstream properties.

### Policy CA-1.4

**Low Impact Development.** The City shall encourage low impact development methods where appropriate. This includes clustering to retain native vegetation and use of permeable pavement,

soil amendment, green roofs, green streets, and other methods.

#### Policy CA-1.5

**Site-appropriate use.** The CAO shall ensure that land subject to natural disasters and hazards be designated for uses that avoid or minimize loss of life and property. Suitable designations are: agricultural, recreational, lowest density Rural Residential, and water dependent uses.

#### Policy CA-1.6

**Steep Slopes.** The City shall adopt regulations for development on steep slopes to lessen the risk for landslides and erosion.

### GOAL CA-2

TO PROTECT, SUSTAIN AND ENHANCE THE ENVIRONMENTAL FUNCTIONS AND VALUES OF WHITE SALMON'S CRITICAL NATURAL AREAS THROUGH REGULATION, INCENTIVE AND ACQUISITION. PROTECT FISH AND WILDLIFE HABITAT, GROUND WATER AQUIFER RECHARGE AREAS, WETLANDS AND THEIR BUFFER AREAS.

### POLICIES

#### Policy CA-2.1

**Clearing.** The City shall require approved developmental proposals for clearing, grading and land alteration on sites containing or abutting critical resource areas. Require seasonal limitations on clearing adjacent to critical areas.

#### Policy CA-2.2

**Review of other development policies.** The City shall periodically review and amend subdivision, drainage, land clearing, grading and other land use and development regulations. Perform as needed to protect critical areas according to their natural sensitivity and to protect the public health, safety and welfare. To meet or exceed the resource management standard as described by the Scenic Area legislation

#### Policy CA-2.3

**Education and Public Awareness.** The City shall educate the public with programs and literature on habitat enhancement and protection. Appropriate subjects include maintenance of natural vegetation, installation of artificial habitat (e.g. bird and bat boxes), green construction, proper disposal of pollutants, and proper use of fertilizers, herbicides and pesticides.

#### Policy CA-2.4

**Innovative Land Use and Project Design.** The City shall encourage unique and innovative design solutions on properties that contain critical resource areas to protect the sensitive features of the site. Examples includes planned residential developments and cluster housing.

Policy CA-2.5

**Public Facilities.** The City shall design public facilities to avoid impacts to critical areas and their required buffers. Where unavoidable, necessary public facilities should be designed to minimize impacts, restore impacted critical areas to the extent possible, and mitigate impacts to the critical areas and required buffer.

Policy CA-2.6

**Expertise.** The City shall require geotechnical analysis for development proposals within or adjacent to critical hazard areas. Such analysis will determine the extent of hazard, identify potential impacts of the proposal, and identify necessary mitigation measures to eliminate significant hazards. Require mitigation sequencing for situations with unavoidable impacts to critical areas.

Policy CA-2.7

**Resource preservation and alteration.** The City shall avoid net loss of critical resource areas by balancing conflicts between proposed uses and natural values or known environmental risks. Where critical resource or buffer area alteration is allowed, the CAO requires that the alteration be the minimized and that the functions and values of the resource area that are modified be replaced and enhanced.

Policy CA-2.8

**Connectivity.** The City shall emphasize protection of riparian areas and designated wildlife habitat that are connected to other critical areas or large blocks of open space.

Policy CA-2.9

**Design Flexibility.** The City shall accommodate deviations critical resource area protection requirements provided alternative designs result in improved function and values of the critical area and its buffer.

Policy CA-2.10

**Riparian areas.** The City shall protect riparian ecosystems with management designed to reduce water temperatures by increasing shading, improving soil stability, increasing terrestrial insect production for fish resources and providing a more diverse wildlife habitat.

Policy CA-2.11

**Ravines.** The City shall discourage development on steep slopes which present a risk from landslides or erosion.

Policy CA-2.12

**Domestic Water Aquifer management.** The City shall coordinate with the county and the State DNR to protect the domestic water supplies of the city and urbanization area.

Policy CA-2.13

**Acquisition.** The City shall consider non-regulatory methods to protect critical areas such as easements or acquisition.

## **XIV. WILDFIRE RISK ELEMENT**

The City of White Salmon and its Urban Exempt Area represent a classic example of a Wildland Urban interface situation with strong potential for a catastrophic wildfire event that could destroy properties and threaten human life. The following conditions are found throughout, or in certain portions of the area. Some areas have all, or most, of these conditions.

1. Steep slopes, some in excess of 60%.
2. Strong winds in the Columbia River Gorge during much of the fire season.
3. Light, flashy fuels consisting of brush and/or uncut grass.
4. Heavy fuel loads of mature conifer and hardwood trees with brush underneath.
5. Access road and street problems including single means of ingress and egress, narrow drives, and turning radius limitations.
6. Homes with no, or very limited, defensible space.
7. Numerous homes with combustible construction materials i.e. shake roofs, cedar siding, wood decks.

A Community Wildfire Protection Plan was prepared for the cities of White Salmon and Bingen and the Urban Exempt Area in 2004. The plan identifies high wildfire hazard risk areas and lists priority projects designed to reduce the level of risk throughout the planning area. In 2009, the city received a grant from the Forest Service to be used specifically to assist homeowners to create defensible space around their structures.

### **GOAL**

**TO REDUCE HAZARD FUELS THROUGHOUT THE CITY AND URBAN EXEMPT AREA TO AN ACCEPTABLE LEVEL SO WILDFIRES THAT DO OCCUR MAY BE HANDLED BY THE FIRE DEPARTMENTS TO PREVENT INJURY OR DEATH TO PEOPLE AND TO REDUCE PROPERTY LOSS.**

### **POLICIES**

#### **Policy WF-1**

The City shall update the Community Wildfire Protection Plan each year to accommodate changing conditions.

#### **Policy WF-2**

The City shall form a committee to implement the Community Wildfire Protection Plan and to update it each year.

Policy WF-3

The City shall make residents aware of their wildfire risk and what they can do to reduce that risk. Make wildfire risk reduction information available to homeowners. Hold Firewise-type public meetings to disseminate information and answer questions about wildfire risk reduction.

Policy WF- 4

The City shall seek grants to help residents pay for hazard fuel reduction on their property.

Policy WF- 5

The City shall periodically review and consider reasonable regulatory fire protection standards for inclusion in its zoning ordinance.

## **XV. ISSUES ELEMENT**

During the development of this Comprehensive Plan, the committee along with members of the Planning Commission considered problems that may be of concern to the City in the future.

### **A. WATER RIGHTS**

Water Rights are allocated as acre-feet subscribed by Washington State Department of Ecology to the City. Additional water rights will be an on-going topic of concern between the State Department of Ecology and the City.

In 2010 Buck Creek was brought online as the primary White Salmon water supply. The plan to recharge the existing wells during the fall and winter months will continue as needed and the City will be able to draw from these wells as a supplement to Buck Creek.

### **B. URBANIZATION AREA PLANNING**

The Urbanization Element of the Comprehensive Plan details the various alternatives and problems with the future development of the designated area. The City is bordered with Klickitat County and in 2008 an Urban Area Management Agreement was adopted between the City and the County.

### **C. ANNEXATION**

The methods by which cities may annex territory are governed strictly by state law and vary somewhat by city classification. Cities and towns located in counties that plan under the Growth Management Act (GMA) may only annex property that is located within their designated Urban Exempt Area.

### **D. ZONING ORDINANCE**

There are several issues relating to the existing City out-of-date Zoning Ordinances. Currently, the Ordinances are a classic example of pyramid zoning. Specifically, the most limited development zone in the city is R-1, the prime residential zone of the city, which allows very restricted land use. The Ordinance can be viewed as a pyramid, with R-1 becoming the top. The others continue through the other residential zones, R-2, R-3, etc., down to the commercial zones. All the land uses that are allowed in the previous zone continue to be allowed in the next succeeding zone, resulting in practically no restrictions in the city's C-2 zone. Permitting residential and other uses in the City's prime commercial zone could severely limit the amount of land available for commercial use.

The plan is updated to address this issue and limit the primary use in the commercial zones primarily to commercial facilities, rather than continuing the present practice of allowing all the land uses that have been previously listed in the residential zones.



## **E. MINIMUM LOT SIZE IN RESIDENTIAL ZONES**

The City's residential zones, R-1, R-2 and R-3, all have the same minimum lot size (5,000 square feet) for a single-family dwelling. The only difference between the zones is that the R-2 and R-3 zones allow additional land uses, including multi-family dwellings. The city recognizes a need for a residential zone with a larger minimum lot size to accommodate orderly annexation of areas immediately outside the current city limits that are predominantly developed in a half acre lot pattern. Extensive work was done to evaluate available land base, projected demands and development rates in order to allow the City to consider its available inventory of buildable lands before creating a larger lot residential zone. The White Salmon Urbanization Study, dated June 2009, contains all data and analysis of buildable lands, development opportunities and constraints, and recommended plan policies and ordinance amendments. This comprehensive plan considers that background document and provides for Ordinances to accommodate orderly annexation into the Urban Exempt Area by applying R-L half acre zoning as appropriate to help maintain more large lot residential options and to protect the quality of life and property values of those living in existing neighborhoods characterized by half acre lot sizes. More detailed information on this subject is available in the Urbanization Element.

## **F. BENEFITS OF ADDITIONAL CONSIDERATION - LAND USE ZONES**

The Riverfront Planned District (RPD) of White Salmon, bounded by SR 14 to the north, and the Columbia River to the south, has been identified as an area that warrants future update. The Hood River Bridge, connecting Washington and Oregon states and providing direct access from White Salmon to I-84, the Primary Interstate passing through the mid Columbia region, enters White Salmon within the Riverfront Planned District. The extent of the RPD may be greater than is suitable due to topographic constraints along its northern boundary and the quality and character of development that is most desirable to the City in this important location will be carefully reviewed. The city will likely continue to encourage visiting traffic to enter White Salmon through Bingen and up Jewett Boulevard. The use of Dock Grade Road as the primary entrance to White Salmon is discouraged because of safety issues.

## **G. ROADS**

The Transportation Element contains a discussion concerning existing, sub-standard and private roads within the City limits. The City has a Standard Street Procedure for development of roadways that needs to be adhered to at all times. Dock Grade Road continues to pose problems as a sub-standard roadway by either City or State Standards, as do several roads in the Urban Exempt Area.

## **XVI. ADMINISTRATION ELEMENT**

The Comprehensive Plan is not a final document. It is intended to be a viable working document for the City in making decisions governed by land use and environmental regulations. It is anticipated that over the years the Plan will need to be amended and updated as changes occur. Therefore, the purpose of this section is to briefly outline the procedures for amending the Comprehensive Plan text and Comprehensive Plan Map and provide an automatic review of the Plan every five years.

### **A. MAJOR AMENDMENTS**

Changes to the text, creation of new land use designations, or large map amendments, are considered major amendments: they are of legislative nature and should be reviewed in the same manner as new legislation or law. Procedures have been developed and adopted to define the Type V administrative process used for major amendments. Additional hearings before the Klickitat County Planning Commission and County Board of Commissioners would also be required prior to adoption of any provision that affects land outside the City Limits. Unless an emergency is deemed to exist, major amendments will only be considered on an annual basis.

### **B. MINOR PLAN AMENDMENTS**

Minor Plan amendments are usually minor mapping designation amendments of an area within the Comprehensive Plan Map, for example changing the zoning designation of a land parcel. These amendments are of a quasi-judicial nature. A property owner, group of property owners, the Planning Commission, or the City Council may request these amendments. The hearing is subject to a Type V administrative process but is still considered a quasi-judicial process. The quasi-judicial public hearing process differs from the legislative process used above in that the applicant has the burden of proving a need for the amendment. In addition, the applicant must show that the goals, policies, and criteria outlined in the Land Use Element of the Plan support the new designation. This means the goals and policies of the Land Use Element are the factors or criteria to be considered by the legislative hearing body but the case is made by the applicant. The city also functions with full cost recovery for a quasi-judicial plan amendment.

### **C. PROCEDURAL REQUIREMENTS**

Procedural requirements for amending the Comprehensive Plan text or maps, in either a legislative or a quasi-judicial manner, are outlined specifically in RCW 35.81.060 and Chapter 43.97 RCW Columbia River Gorge Compact (formerly Columbia River Gorge Commission) and are reflected in the city's code addressing administration of land development regulations. Notice procedures to property owners and publication notice in the newspaper allow the Plan and the Zoning Ordinance to be amended concurrently should the need arise. Environmental review is also applicable to plan amendments and the procedure for environmental review is also addressed in the city code addressing administrative processes.

The City may accept and review quasi-judicial amendment requests as they arise as long as the budget is sufficient to cover the City initiating the process, or the private party initiating a change agrees to cover all related costs. The City is not compelled to act on every quasi-judicial request

for a plan amendment. A pre application conference is offered and will help the potential applicant assess the likelihood a plan amendment will be accepted and acted on promptly prior to completing an application and documenting all arguments in favor of such a request.

#### **D. REVIEW PROCEDURES**

The City should review the Comprehensive Plan every five to ten years. At that time, a report on items which need to be updated should be filed with the City Council. Plan amendments, major or minor, will typically only be considered on an annual basis, based upon the date of adoption of this Plan.

#### **E. URBAN EXEMPT AREA MANAGEMENT**

The City and County have made several past efforts to agree upon and reduce to writing an intergovernmental agreement covering the joint management, roles, processes, applicable standards, and review criteria to be applied in the Urban Exempt Area. This remains a goal of both the City and the County. Many but not all priorities to be addressed in this coordination are listed in the Urbanization Element of this plan most succinctly under Policy U-4.

## **XVII. CAPITAL IMPROVEMENTS PROGRAM ELEMENT**

The purpose of this element is to briefly outline capital improvements for the City. Capital improvement needs are developed on a long-term basis.

### **A. DOMESTIC WATER SYSTEM**

The 2000 to 2010 Ten Year Water System Capital Improvement Plan has had changes because the two City wells recently failed to provide adequate water. The City researched a location for a supply of potable water. After investigation, the City decided to build a water filtration plant for Buck Creek. The facility is a “slow sand filtration plant” and will provide White Salmon’s water customers with approximately 1,000 gallons per minute. As of 2009, the Master Water Plan has not been updated to reflect these decisions.

### **B. STREET SYSTEM**

The City is responsible for the maintenance of City streets and avenues. A major problem for the City is Dock Grade Road. The State tried to improve the intersection of SR 14 with Dock Grade by adding a west bound, right turn lane from SR 14 on to Dock Grade. However, the blind spot created by vehicles turning right onto Dock Road has caused many accidents. A traffic signal and extra turn lanes were also added at the intersection of Hwy 35, north end of the Port of Hood River Bridge, and SR 14.

The City has a Six Year Street System Capital Improvement Plan for 2006-2011 which lists the improvements that have been and will be made to streets in White Salmon. The plan is available at City Hall.

### **C. OTHER CAPITAL IMPROVEMENT PROJECTS**

The City has ongoing capital improvement projects for various entities: police department, water department, fire department, and city pool. These projects are done on a yearly basis as the budget permits. Information on any current projects is available at City Hall.

#### **GOAL CIP-1**

**TO COORDINATE CAPITAL IMPROVEMENT PLANNING WITH LAND USE PLANNING  
CONSIDERING TIMEFRAME, FUNDING AND IMPROVEMENT DEMAND**

#### **POLICIES**

##### **Policy CIP-1**

The City shall develop a 5-year Capital Improvement Plan to schedule and fund capital improvements to meet future urbanization needs.

**Policy CIP-2**

The City shall evaluate funding needs, sources and utility rates to implement the Capital Improvement Plan.