



SWIFT SUBAREA PLAN

**FINAL ADOPTED
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SWIFT SUBAREA PLAN

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CHAPTER 1: INTRODUCTION

The Swift Planning Process

Work on the Swift Subarea Plan began in January 2006 when the Board of County Commissioners directed the Planning Department to begin the visioning process to develop a Subarea Plan for the Swift Subarea. Early in 2006 Skamania County Department of Planning and Community Development (Planning Department) applied for, and received, an Emerging Issues Grant from the Washington State Department of Community, Trade and Economic Development (CTED). The grant allowed the County to gather public input on what the future vision for the Swift Subarea should include.

In February 2006 a survey was prepared by the Planning Department to gather input on the future vision of the Swift Subarea and was sent to all Swift area landowners, cabin owners, agencies and non-profit groups. A total of 423 surveys were sent out and 261 responses were received, a 62% response rate. Additionally, the County hired Advanced Planning Solutions, Inc. of Bellevue, Washington to coordinate and facilitate a series of four public meetings and to prepare a draft report summarizing the findings from these meetings. The four meetings were held at the end of April 2006. Three of the meetings were focus groups featuring round-table discussions on the Swift Subarea; one was held for landowners, one for cabin owners, and one for government agencies. A public forum on the countywide vision update was also held. An additional round table discussion was held with the various tribal governments in June 2006. The *Report of Findings: For Skamania County Comprehensive Plan Update Visioning Exercise with Emphasis in the Swift Area* was made available to the public in June 2006, summarizing the findings from the meetings and the results from the surveys. The Board of County Commissioners released a "Vision Map" August of 2006. In September 2006 the Board of County Commissioners held an open house during the Swift Community Event to gather comments on the vision map and vision statement. A thirty day comment period was provided to receive comments on the vision map and vision statement.

Purpose and Intent

This Subarea Plan amends the Skamania County's 2007 Comprehensive Plan to include a subarea plan with specific land use designations and policies for the Swift Subarea. For the purposes of this subarea plan, the Swift Planning Area is designated as all lands located within Township 6 North, Range 5 East; Township 7 North, Range 5 East; Township 6 North, Range 6 East; and Township 7 North, Range 6 East, Willamette Meridian. All of the aforementioned area is generally known as the Swift Subarea of Skamania County. See Figure 1-1 for a general map of the Swift Planning Area. The focus of this Subarea Plan is to provide for the local needs relating to land use, including the protection of natural resources, rural life style and property rights.

Relationship of the subarea plan to the County Comprehensive Plan

This Subarea Plan is not designed to entirely replace the County's Comprehensive Plan but instead provides specific additional land use designations and policies. However, to the extent that the subarea plan conflicts with the comprehensive plan on land use, the subarea plan is the controlling guidance document for land use. All other guidance in the 2007 Comprehensive Plan is controlling.

Vision Statement

The Swift Subarea should continue to be a recreational area in a primitive rugged mountainous environment and continue to provide for protection of commercial resources, while acknowledging the entire area is a volcanic hazard area.

The vision statement for the Swift Subarea is clear in expressing the desire for the area to remain very similar to the way it is now. This area is not intended to be a focus area for future growth. It is a recreational area and an area devoted to providing commercial timber resources. Based on the vision, there should be no expectation on the part of landowners, cabin owners or recreationalists for the County to provide public services beyond a primitive level. Currently there is no electrical service, landline phone service or cellular phone service within the Swift Subarea.

Background of Swift Subarea

Natural Setting

The natural setting of the Swift Subarea is mountainous with sweeping vistas, and contains over 89,000 acres. Swift Reservoir dominates the subarea. Swift Reservoir is the uppermost of three reservoirs on the Lewis River formed by dams owned and operated by PacifiCorp, formerly Pacific Power and Light. Swift Reservoir is approximately 4,600 acres and is located in the middle of the subarea and runs roughly on an east-west plane. The subarea begins at the Skamania-Cowlitz County border and extends above the reservoir to approximately one-half mile upstream of the confluence of the Muddy and Lewis Rivers. The Gifford Pinchot National Forest abuts the subarea to the north, east, and south; the Cedar Flats Research Natural Area is found in the northeast corner. The Mt. St. Helens National Volcanic Monument is located in the northwest corner of the subarea and State lands are primarily located in the southwest corner. Mt. St. Helens, an active volcano, is located approximately three (3) miles to the North of the Swift Subarea. The main river system is the Lewis River. The Swift 1 Hydroelectric Project (Swift Dam No. 1) was installed in 1958; it is located about two and one-quarter miles inside the Subarea's western border and forms the Swift Reservoir.

Protection of the natural environment is fundamental to achieving and preserving the quality of life for Swift area recreationalists, cabin owners, and land owners. People choose to recreate and locate in Swift Subarea due in large part to the quality of the natural environment.

Major river systems on the north side of the reservoir, from west to east, include Swift, Diamond, Marble, Camp, and Pine Creeks and the Muddy River. Major river systems on the south side of the reservoir, from west to east, include Range and Drift Creeks.

Mt. Mitchell, Siouxon Peak, Mt. McClellan, and Marble Mountain are the four highest peaks in the Swift Subarea. The terrain is quite steep throughout, although the Cedar Flats Research Natural area and the northeastern corner are relatively flatter than the rest of the subarea.

Wildlife species in the Swift Subarea are representative of southwest Washington and include a number of threatened, endangered, and sensitive species and state priority species. The following species, which are Federally listed as Endangered or Threatened may be present in the Swift Subarea, or the area has the potential to provide adequate habitat: Bald Eagle, Gray Wolf, Northern Spotted Owl, Grizzly Bear, and Bull Trout. The following species, which are Federally listed as Species of Concern may be present in the Swift Subarea, or the area has the potential to provide adequate habitat: Tailed Frog, Pacific Townsend's Big-Eared Bat, Larch Mountain Salamander, Van Dyke's Salamander, Northern Goshawk, and the Peregrine Falcon. State Candidate species are evaluated to determine if they need to be listed as State Endangered, Threatened, or Sensitive. In the Swift Subarea, the following State Candidate species may be present, or the area has the potential to provide adequate habitat: Osprey and Cascade Torrent Salamander. Resident Fish and Priority Anadromous/Resident Fish reside in the subarea including Bull Trout, Rainbow Trout, Cutthroat Trout, and Whitefish.

Vegetation cover in the Swift Subarea is predominantly managed second-growth Douglas-fir forests and mixed conifer-hardwood forests typical of the Cascade region of Washington. A number of threatened, endangered, and sensitive plant species potentially occur in the Swift Subarea. The combination of extensive timber management activities, forested slopes, open meadows, and low-density recreational development in Swift creates a rural setting with ever-present signs of human modification of landscape characteristics.

Recreation

Popular recreation activities in Swift include camping (RV and tent), picnicking, boat and bank fishing, hunting, hiking, power boating (including personal watercraft), sailing, All Terrain Vehicles (ATVs), snowmobiling, cross-country skiing, swimming, water skiing, horseback riding, cycling (road and mountain), relaxing, and sightseeing. Over the last 20 years, recreation in the Swift area has increased significantly with visible signs of

environmental degradation present in the landscape. Large numbers of visitors pass through Swift on their way to the Mt. St. Helens National Volcanic Monument (Monument). Eagle Cliff General Store is the only commercial business in the entire Swift Subarea offering local residents and visitors general goods, food and gas.

Mt. St. Helens National Volcanic Monument

The 110,000-acre Mt. St. Helens National Volcanic Monument was created in 1982 by the President and Congress and was established for research, recreation, and education purposes following the May 18, 1980 eruption. The eruption lasted 9 hours, clearing nearly 230 square miles of forest, burying the landscape in volcanic deposits, and drastically changing the landscape. The Monument designation has allowed the environment to respond naturally to the disturbance and for researchers to study the process. The Swift Subarea is one of the gateways into the Monument, which is a popular recreation and sightseeing location bringing thousands of tourists through the Swift Subarea every year.

The U.S. Geological Survey (USGS) published a "Volcanic-Hazard Zonation for Mount St. Helens, Washington" in 1995. This report covers hazard zones, including, flowage hazard zones, tephra-fall zones, and a flowage-hazard map. The report indicates that a large portion of the Swift Subarea falls within volcanic hazard zones 1 and 2. See Figure 1-2 for a general map of volcanic hazard zones 1 and 2 within the Swift Subarea.

Cedar Flats Research Natural Area

Cedar Flats Research Natural Area is a preserve set aside on March 14, 1946 to protect 680 acres of old growth Western Red Cedar, Red Alder, Douglas Fir and Western Hemlock trees along the Muddy River, and a large wetland community. A trail provides a short loop through the old-growth stand where visitors can walk and see what historically existed in the area. The area serves as important, undisturbed habitat for a variety of animals including herds of elk and deer, which are year-round inhabitants in this area.

Archaeological and Historic Preservation

An archaeological survey of Swift Reservoir was conducted in 1957 by an archaeologist from the University of Washington. In 1989, a cultural resource survey was completed by the USFS on approximately 250 acres of National Forest land adjacent to the Drift Creek arm of Swift Reservoir. The Swift Subarea has high potential for cultural resources as the area was once used by Native Americans for hunting, gathering and fishing. Due to the potential, all development in the Swift area should be reviewed to determine if the site is in a high probability area to prevent disturbance. The Cowlitz Indian Tribe, a federally recognized tribe of Washington State, has treaty rights in the

Swift Reservoir. Policies for guidance on the archaeology and historic preservation provisions are located in the 2007 Comprehensive Plan's chapter 5.

Stormwater

Swift has an abundance of streams. Development influences the biological health of these streams. The Washington Department of Ecology Stormwater Management Manual for Western Washington (August 2005) describes the effects development has on water bodies. It states that before forests were cleared for farms and towns, rainfall was largely absorbed into the ground, later replenishing streams as springs and seeps. As settlement occurs, trees are removed and replaced by fields, buildings and roads. Instead of soaking into the ground and returning to streams as springs, rainwater runs off rapidly and greatly increases stream channel erosion and degrades stream habitat. During the summer, stream flow may be reduced to low levels because less water is available to springs and seeps that feed the stream. The manual also states that along with changing stream flows, development adds various pollutants to surface water and groundwater.

The combination of increased runoff and pollutants in stormwater runoff drastically alter stream habitats. In recent years, some jurisdictions have identified methods to reduce the harm to streams caused by development. One tool is engineered stormwater controls such as large detention ponds to slowly meter out storm runoff and grassy swales to trap pollutants. More recently, research has focused on protecting streams by not removing vegetation and soils during development and retaining a relatively high proportion of the stream drainage area in forest vegetation. Other techniques involve designing projects so that runoff is drained into vegetated areas where it can infiltrate to groundwater.

Erosion and sediment from land-disturbing activities affect public health, safety, and general welfare. Erosion and sediment are not always related to steep slopes and landslide potential. The Department of Ecology's National Pollutant Discharge Elimination System, (NPDES) stormwater program monitors stream health and works to characterize stream health for the entire county. The regulatory program element is largely implementing development regulations requiring stormwater control facilities such as ponds and swales for development projects. It also includes enforcement of other water quality ordinances that address everyday activities such as proper disposal of used motor oil and vehicle wash water.

Any land divisions in the Swift Subarea should require a stormwater plan to be prepared by a professional engineer licensed in the State of Washington.

Figure 1-1. General Map of Swift Planning Area (USFS, 1999) original scale 1:126,720, 1 inch = 2 miles. Map Legend: Dark Green = Gifford Pinchot National Forest; Light Green = Mt. St. Helens National Volcanic Monument; Purple = State lands; White = private lands. Subarea boundary shown in solid black.



Figure 1-2: General Map of Volcanic Hazard Zones 1 and 2

CHAPTER 2: LAND USE ELEMENT

Introduction

Until recently, the Swift Subarea's remoteness and lack of power and other services kept growth to minimal levels. Primarily, development was limited to seasonal recreational cabins in one of two areas. The Northwoods development includes 204 cabins, owned by individuals, on 87.4 acres of leased land owned by the Washington State Department of Natural Resources. The Swift Creek Estates development includes 11.85 acres of land owned by individuals, with a total of 47 cabins on 49 lots. There were 449 total lots in the subarea as of May 2006 and 399 of these lots are located outside the Northwoods and Swift Creek Estates developments. As of May 2006 there were 339 lots in the subarea with recreational cabins. This number includes the Northwoods and Swift Creek Estates developments. There were, therefore, 84 recreational cabins in the subarea located outside of the Northwoods and Swift Creek Estates developments as of May 2006. From the year 2000 through May of 2006 the County has approved 131 new, privately owned lots through the short plat process, and has approved building permits for 24 new recreational cabins. According to the Building Division records, no building permits for new recreational cabins were issued in 2000 and 2001. This means new recreational cabins have been established at a rate of about 4 per year since 2000. New lots have been created since the year 2000 at a rate of almost 22 per year. There were 268 lots and 60 recreational cabins in the Swift Subarea outside Northwoods and Swift Creek Estates prior to 2000.

The increase in new recreational cabins and new lots in the Swift Subarea since 2000 has resulted in a growing level of concern by the County, other government agencies, landowners and cabin owners, developers, and the public. These concerns prompted the County to pursue an update of the county-wide Comprehensive Plan and to enact a subarea plan for Swift, including: a desire for clear guidelines and regulations to govern development; the need to protect fish, wildlife and their habitats; and to resolve questions about future water availability.

The land use element provides policy guidance for the uses of land throughout the Swift Subarea. The goals and policies provide guidance as to how and where different uses should locate, and what type of overall pattern should evolve over the next 20 years.

The Subarea Plan provides the vision, goals and general policies for future development. It does not, however, provide all the details. Precise standards, such as building setbacks and permitted uses within a particular zoning district are included in the various implementing ordinances (official controls).

Land Use Designations

Four land use types are designated in this subarea plan and are differentiated from each other by the intensity and type of use that may occur in each area. Figure 2-1 shows the location of the land use designations within the Swift Subarea. When the term “land division” is used, it shall refer to the creation of new lots through subdivision, short subdivision, deed process (conveyance), or through other exempt processes.

Swift Commercial Resource Lands 40 (S-CRL40):

The designation of commercial resource lands is designed to meet the minimum requirements of the Washington State Growth Management Act (Chapter 36.70A RCW) that mandates the designation and protection of forest, agricultural, and mineral resource lands of long-term commercial significance. This designation shall take into account the proximity to human settlement, the size of the parcel, and the long-term economic conditions for the commercial production of timber and agriculture products, and the commercial extraction and processing of minerals.

Such regulations shall assure that the use of lands adjacent to agricultural, forest, or mineral resource lands of long-term commercial significance shall not interfere with the continued use, in the accustomed manner and in accordance with best management practices, of these designated lands for the production of food, agricultural products, or timber, or for the extraction of minerals. It shall be required that all plats, short plats, development permits, and building permits issued for development activities within the Swift Subarea contain a notice that the subject property is within or near designated agricultural lands, forest lands, or mineral resource lands on which a variety of commercial activities may occur that are not compatible with residential development for certain periods of limited duration. The notice for mineral resource lands shall also inform that an application might be made for mining-related activities, including extraction, washing, crushing, stockpiling, blasting, transporting, and recycling of minerals.

The following uses are appropriate within the Swift Commercial Resource Lands designation:

- a. A minimum of forty acres is required for each lot within a new land division;
- b. Forest practices and associated management activities of any forest crop, including but not limited to timber harvest, harvesting of forest resources (mushrooms, bear grass, boughs, berries, etc.), Christmas trees, and nursery stock should be allowed;
- c. Uses such as log sorting and storage areas, scaling stations, forest industry storage and maintenance facilities, sawmills, shake and shingle mills, and

- chipper facilities should be allowed provided the retail sales of products from the site is prohibited;
- d. Temporary crew quarters and/or labor housing should be allowed in conjunction with forest or agricultural activities;
 - e. Commercial and domestic agriculture uses should be allowed;
 - f. The management and enhancement of unique biological areas, and the propagation of fish and wildlife should be allowed;
 - g. Water resource management facilities should be allowed;
 - h. Only that storage of explosives, fuels, and chemicals, as allowed by state and federal laws should be allowed;
 - i. New telecommunication tower facilities and co-location of communication tower facilities should be listed as a conditional use with specific development requirements;
 - j. Co-location of new telecommunication antennas on non-BPA towers should be listed as an administrative review use with specific development requirements;
 - k. Co-location of new telecommunication antennas located on BPA towers should be allowed;
 - l. Public water facilities and utility systems should be allowed;
 - m. Semi-public and private water facilities and utility systems should be allowed;
 - n. Historic sites open to the public that do not interfere with the management of resource lands should be allowed;
 - o. Extraction of gravel and rock for road and trail construction and maintenance purposes, and the operation of portable rock crushers, provided the material is used within the Swift Subarea or on the forest owners' property should be allowed (This does not include commercial rock sources supplying rock outside of the area);
 - p. Accessory uses normally associated with an allowable use should be allowed;
 - q. Recreation facilities should be listed as conditional uses;
 - r. Commercial sand and/or gravel pit, stone quarry, mining, crushing, stockpiling of mineral resources and similar uses for the development of natural resources extracted on-site, not otherwise outright permitted under (o) above should be listed as conditional uses;
 - s. Aircraft landing field, private; as an accessory use to forest management or an existing legal non-conforming use should be listed as conditional uses;
 - t. Natural resource training/research facility should be listed as conditional uses;
 - u. Cottage Occupations, Light Home Industry, Auto Repair and/or Vehicle Storage Yards, and Professional Services should be prohibited;
 - v. Commercial uses, other than commercial agricultural uses, should be prohibited;

- w. Industrial uses other than forestry uses (b and c above), should be prohibited unless specifically listed in the official controls of Skamania County for that particular land use designation;
- x. New mobile home parks and recreational vehicle parks should be prohibited;
- y. Single-family dwellings, Duplexes and Multi-family (3 or more units) dwelling units should be prohibited;
- z. Cluster Developments should be prohibited; and,
- aa. Other uses that are similar to the uses listed here should be allowable uses, review uses or conditional uses, only if the use is specifically listed in the official controls of Skamania County for that particular land use designation.

Swift Forest Lands 20 (S-FL20):

The purpose is to provide land for present and future non-industrial forestry operations.

The following uses are appropriate within the Swift Forest Lands designation:

- a. A minimum of twenty acres is required for each lot within a new land division, unless the Local Health Department Authority requires a greater lot size;
- b. Forest practices and associated management activities of any forest crop, including but not limited to timber harvest, harvesting of forest resources (mushrooms, bear grass, boughs, berries, etc.), Christmas trees, and nursery stock should be allowed;
- c. Uses such as log sorting and storage areas, scaling stations, and forest industry storage and maintenance facilities should be allowed provided the intent of the processing is initial reduction in bulk and/or to facilitate transport of products to a secondary processing center. These uses should not include commercial and manufacturing uses such as but not limited to: manufacture of finished wood products such as furniture, lumber, or plywood, nor the retail sales of products from the site;
- d. Temporary crew quarters and/or labor housing should be allowed in conjunction with forest or agricultural activities;
- e. Commercial and domestic agriculture uses should be allowed;
- f. The management and enhancement of unique biological areas, and the propagation of fish and wildlife should be allowed;
- g. Water resource management facilities should be allowed;
- h. Only that storage of explosives, fuels, and chemicals, as allowed by state and federal laws should be allowed;
- i. New telecommunication tower facilities and co-location of communication tower facilities should be listed as a conditional use with specific development requirements;
- j. Co-location of new telecommunication antennas on non-BPA towers should be listed as an administrative review use with specific development requirements;

- k. Co-location of new telecommunication antennas located on BPA towers should be allowed;
- l. Public water facilities and utility systems should be allowed;
- m. Semi-public and private water facilities and utility systems should allowed;
- n. Scout camps, church camps, and/or youth camps should be allowed
- o. Accessory uses normally associated with an allowable use should be allowed;
- p. Only one single family dwelling per legal lot of record should be allowed;
- q. Cottage Occupations, Light Home Industry, and Professional Services should be allowed, subject to standards;
- r. Commercial uses, other than commercial agricultural uses, cottage occupations, light home industry, and professional services should be prohibited;
- s. Auto repair and/or vehicle storage yards should be prohibited;
- t. Industrial uses other than forestry uses (b and c above), should be prohibited unless specifically listed in the official controls of Skamania County for that particular land use designation;
- u. New mobile home parks and recreational vehicle parks should be prohibited;
- v. Duplexes and Multi-family (3 or more units) dwelling units should be prohibited;
- w. Cluster Developments should be encouraged and should be allowed provided the criteria for cluster developments listed in the official controls is met. However, any land division utilizing the cluster development concept should not be allowed to be granted a change of Comprehensive Plan designation or zoning classification for a minimum of ten (10) years from the date of recording the land division. All clustered lots within the land division should be at least a minimum of two (2) acres in size and the total number of allowable lots within the land division should not exceed the overall density set by the comprehensive plan designation and the zoning classification. Additionally, all open space/common areas should be owned in common by all landowners within the land division, with each landowner listed on the deed.
- x. Extraction of gravel and rock for road and trail construction and maintenance purposes, and the operation of portable rock crushers, provided the material is used within the Swift Subarea or on the forest owners' property should be allowed (This does not include commercial rock sources supplying rock outside of the area);
- y. Recreation facilities should be listed as conditional uses;
- z. Sawmills, shake and shingle mills, and chipper facilities should be listed as conditional uses;
- aa. Commercial kennel facilities should be prohibited; and,
- bb. Other uses that are similar to the uses listed here should be allowable uses, review uses or conditional uses, only if the use is specifically listed in the official controls of Skamania County for that particular land use designation.

Swift Recreational (SR):

This designation is generally located on publicly or quasi-publicly owned lands (USFS, State of Washington, Skamania County, Cowlitz PUD, Pacific Corp, etc.) to promote recreational opportunities within the Swift Subarea. The following policies should govern development in all Swift Recreational designations:

- a. All land division should be prohibited, unless there is evidence that the land division would further promote the recreational opportunities of the land in question;
- b. Public, semi-public, and private water facilities and utility systems should be allowed;
- c. Existing retail stores and service establishments where merchandise is displayed and sold and/or services are provided within an enclosed building should be allowed;
- d. Single-family dwellings should be prohibited, except in the case of Northwoods development where there are already 204 legally established privately owned cabins on land leased from the State of Washington and should be allowed to continue and replace any of the 204 cabins. Additionally, there are four vacant cabin spaces that should be allowed to construct new cabins;
- e. Duplexes and multi-family (3 or more) dwelling units should be prohibited;
- f. Trails for recreation should be allowed;
- g. Scenic viewpoints and overlooks should be allowed;
- h. Boat docks and boat ramps should be allowed;
- i. Wildlife and botanical viewing and nature study areas should be allowed;
- j. Interpretative signs and displays, not exceeding a total of fifty (50) square feet should be allowed;
- k. Visitor information and environmental education signs, displays and/or facilities should be allowed;
- l. Picnic areas should be allowed;
- m. Restrooms and comfort facilities should be allowed;
- n. Parking areas and trailheads should be allowed;
- o. Resource enhancement project should be allowed subject to compliance with other applicable federal, state, and county codes;
- p. Structures associated with hunting and fishing operations should be allowed;
- q. Forest practices and associated management activities of any forest crop, including but not limited to timber harvest, harvesting of forest resources (mushrooms, bear grass, boughs, berries, etc.), Christmas trees, and nursery stock should be allowed;
- r. New recreational vehicle parks, campgrounds, and cabin camping facilities should be listed as a conditional use permit;

- s. New telecommunication tower facilities and co-location of communication tower facilities should be listed as a conditional use with specific development requirements;
- t. Co-location of new telecommunication antennas on non-BPA towers should be listed as an administrative review use with specific development requirements;
- u. Co-location of new telecommunication antennas located on BPA towers should be allowed;
- v. Ingress and egress to commercial establishments should be regulated to prevent unsafe conditions;
- w. New mobile home parks should be prohibited;
- x. Cluster development should be prohibited; and,
- y. Other uses that are similar to the uses listed here should be allowable uses, review uses or conditional uses, only if the use is specifically listed in the official controls of Skamania County for that particular land use designation; and,
- z. New extraction or processing of mineral resources should be prohibited. However, existing legally established mineral resource extraction and/or processing sites may continue to operate and may apply to expand by conditional use permit.

Mountain Recreational:

The purpose is to provide areas of recreational uses at very low density to preserve the primitive recreational character of the area. Typically mountain recreational designations are used to accommodate demands for very low-density recreational cabins in a remote recreational area and provide opportunities for limited small-scale commercial uses related to recreational activities.

The Mountain Recreational Designation is separated into 3 subcategories based on minimum lot size. The subcategories are Mountain Recreational 5 (MR5), Mountain Recreational 10 (MR10), and Mountain Recreational 20 (MR20). The following common policies should govern development in all Mountain Recreational designations:

- a. Single-family dwellings should be allowed;
- b. Public, semi-public, and private water facilities and utility systems should be allowed;
- c. Accessory uses normally associated with an allowable use should be allowed.
- d. New telecommunication tower facilities and co-location of communication tower facilities should be listed as a conditional use with specific development requirements;
- e. Co-location of new telecommunication antennas on non-BPA towers should be listed as an administrative review use with specific development requirements;

- f. Co-location of new telecommunication antennas located on BPA towers should be allowed;
- g. Meeting halls such as, but not limited to civic, social and fraternal organizations should be listed as a conditional use permit;
- h. Cottage Occupations, Light Home Industry, and Professional Services should be allowed, subject to standards;
- i. Forest practices and associated management activities of any forest crop, including but not limited to timber harvest, harvesting of forest resources (mushrooms, bear grass, boughs, berries, etc.), Christmas trees, and nursery stock should be allowed;
- j. Industrial uses should be prohibited, unless specifically listed;
- k. New mobile home parks should be prohibited;
- l. New recreational vehicle parks, campgrounds, and camping cabin facilities should be listed as a conditional use permit;
- m. Duplexes and multi-family (3 or more units) dwelling units should be prohibited;
- n. Cluster Developments should be encouraged and should be allowed provided the criteria for cluster developments listed in the official controls is met. However, any land division utilizing the cluster development concept should not be allowed to be granted a change of Comprehensive Plan designation or zoning classification for a minimum of ten (10) years from the date of recording the land division. All clustered lots within the land division should be at least a minimum of two (2) acres in size and the total number of allowable lots within the land division should not exceed the overall density set by the comprehensive plan designation and the zoning classification. Additionally, all open space/common areas should be owned in common by all landowners within the land division, with each landowner listed on the deed;
- o. New extraction or processing of mineral resources should be prohibited. However, existing legally established mineral resource extraction and/or processing sites may continue to operate and may apply to expand by conditional use permit;
- p. Scout camps, church camps, and/or youth camps should be permitted as conditional uses: and,
- q. Limited small-scale commercial uses related to recreational activities should be listed as a Conditional Use with specific development criteria.

In addition to the common policies mentioned above, the following policies should govern development in the **Mountain Recreational 5 (MR5) designation**:

- a. A minimum of five acres is required for each lot within a new land division, unless the Local Health Department Authority requires greater lot size;

- b. If more than one single family dwelling is constructed or placed on a parcel, the total parcel size (acreage) is required to be at least five times the number of units; and,
- c. Other uses that are similar to the uses listed here should be allowable uses, review uses or conditional uses, only if the use is specifically listed in the official controls of Skamania County for that particular land use designation.

In addition to the common policies mentioned above, the following policies should govern development in the **Mountain Recreational 10 (MR10) designation**:

- a. A minimum of ten acres is required for each lot within a new land division, unless the Local Health Department Authority requires greater lot size;
- b. If more than one single family dwelling is constructed or placed on a parcel, the total parcel size (acreage) is required to be at least ten times the number of units; and,
- c. Other uses that are similar to the uses listed here should be allowable uses, review uses or conditional uses, only if the use is specifically listed in the official controls of Skamania County for that particular land use designation.

In addition to the common policies mentioned above, the following policies should govern development in the **Mountain Recreational 20 (MR20) designation**:

- a. A minimum of twenty acres is required for each lot within a new land division, unless the Local Health Department Authority requires greater lot size;
- b. If more than one single family dwelling is constructed or placed on a parcel, the total parcel size (acreage) is required to be at least twenty times the number of units; and,
- c. Other uses that are similar to the uses listed here should be allowable uses, review uses or conditional uses, only if the use is specifically listed in the official controls of Skamania County for that particular land use designation.

Land Use Designation Buildout Potential

The Swift Subarea Plan envisions a buildout potential of approximately 1,000 recreational cabins under the proposed land use designations over at least the next 20 years (See Table 2-1). However, it may take longer than twenty years to reach this buildout projection. Included in this buildout number are the existing 339 recreational cabins in the Swift Subarea as of February 2007. The buildout potential of 564 new recreational cabins is appropriate since the Swift Subarea currently does not have the necessary infrastructure and county services to accommodate full-time recreational growth. The seasonal recreational usage of the area currently strains the service levels. This seasonal recreational usage includes all of the visitors to the National Volcanic Monument, the Gifford Pinchot National Forest and the day trip visitors to the Swift

Reservoir as well as the existing land and cabin owners. 564 more cabins units on individual parcels over the next twenty years are minimal compared to the day use of this area and the surrounding Federal land.

Table 2-1. Capacity of Land Use Designations to Accommodate New Recreational Cabins

Land Use Designation	Current number of parcels	Total Acres	Potential number of parcels*	Existing cabins / structures in each Designation	Total new recreational cabins possible
Swift Recreational (SR)	102	15,231	102	205	0
Swift Commercial Resource Lands 40 (S-CRL40)	134	66,775	1,683	0	0
Swift Forest Lands 20 (S-FL20)	76	5,013	249	0	249
Mountain Recreational 20 (MR20)	180	587	180	121	61
Mountain Recreational 10 (MR10)	106	1,582	190	3	187
Mountain Recreational (MR5)	32	365	76	10	67
TOTAL	630	89,553	2,480	339	564

*The total potential parcels include existing lots that are smaller than the minimum lot size plus the number of new lots that could be created under each designation.

It is important to understand that county governments are not always able to provide the same level of service in undeveloped, rural and remote areas as they do inside urban or developed areas adjacent to cities. The fact that property is accessible during the summer months does not necessarily guarantee the owners, guests or emergency service vehicles can achieve that same level of access at all times of the year. Even though rural property owners pay property taxes to the county, the amount of tax collected does not cover the costs of services provided to rural residents. The results of fifteen years of research by the American Farmland Trust (AFT), academic researchers, extension economists, planners, researchers from private organizations and public agencies were published in 2002 in a report titled *Cost of Community Service Studies*. This nation wide report generally shows that tax and other revenues collected from farm, ranch and forest landowners, on average, more than covered the public service costs these lands incur (\$0.36 in average costs for every \$1.00 collected), while residential developments cost more to serve than they collect in revenue (\$1.15 in average costs for every \$1.00 collected). The results of the studies generally show that in the short term, residential development increases the tax base by adding property value, but in the long term open land (farm, ranch and forest land) requires a lower level of public service than residential development, thus limiting the cost increases to governmental budgets. Rural residents need to appreciate what service the county can provide and realize that country living does insure some inconveniences.

The County budget has nearly 50% of its current expense (general fund) funding provided by payments from the Federal Secure and Rural School and Community Self-Determination Act. That funding expired at the end of 2006 (payment received in 2007). Unless the reauthorization of this federal funding source, or some other alternative funding source is found, there will be drastic reductions to the level of services provided by the County.

Land Use Element Goals and Policies

Goal:

Goals are broad, general statements of the desired long-term future state toward which the Subarea Plan aims. They indicate what should exist in a community or what is desired to be achieved in the future. Goals are often considered to be the cornerstone of the planning process. A goal is an expression of an ideal and a desirable end. Over a period of time the goal remains constant yet it may never be completely attained.

Policy:

Policies describe a particular course or method of action to accomplish the purposes of the Comprehensive Plan. Policies are decision-oriented statements that guide the legislative or administrative body while evaluating a new project or proposed changes to the County ordinances.

The 2007 Comprehensive Plan goals and policies will apply to the Swift Subarea, as well as the following additional goals and policies. All of which should be considered as the basis of the Swift Subarea Plan

Goal LU.1: The peace, solitude and natural beauty of the Swift Subarea should be maintained into the future. The sense of community should be preserved and fostered into the future. Any development allowed should be well-planned and well-placed within the landscape to allow people to enjoy what the area has to offer but not overwhelm its defining characteristics. Some additional development is tolerable to most people, as long as it meets the above criteria. Urban and suburban development is not desired.

Policy LU.1.1: Techniques suggested to maintain the area's look and feel include:

- a. Leaving buffers between parcels and different land uses;
- b. Incorporating a range of minimum lot sizes in the landscape perhaps using graduated zoning/Comprehensive Plan designations with lot sizes generally getting larger the further they are from the Reservoir;
- c. Clustering development to increase green space and habitat;
- d. Prohibiting multifamily development such as condominiums; and
- e. Restricting or prohibiting commercial and industrial uses.

Policy LU.1.2: All land uses in the Swift Planning Area are classified with a land use designation and shown on the Comprehensive Subarea Plan map (Figure 2-1) and all implementing ordinances shall be in conformance with such map and Plan policies.

Policy LU.1.3: Cluster Developments should be encouraged and should be allowed provided the criteria for cluster developments listed in the official controls is met. However, any land division utilizing the cluster

development concept should not be allowed to be granted a change of Comprehensive Plan designation or zoning classification for a minimum of ten (10) years from the date of recording the land division. All clustered lots within the land division should be at least a minimum of two (2) acres in size and the total number of allowable lots within the land division should not exceed the overall density set by the comprehensive plan designation and the zoning classification. Additionally, all open space/common areas should be owned in common by all landowners within the land division, with each landowner listed on the deed.

Policy LU.1.4: Recognize that the Swift Subarea is a rugged primitive mountainous environment and where the level of county service will also be primitive.

Goal LU.2: Written regulations governing growth and development in the swift subarea should be clear with particular guidance on development intensity, location of development, and use restrictions.

Policy LU.2.1: The areas designated Swift Commercial Resource Lands 40 (S-CRL40) are conserved for a broad range of forest, agricultural and mineral resource uses to the maximum extent possible and protected from the encroachment of incompatible uses.

Policy LU.2.2: The areas designated Swift Forest Lands 20 (S-FL20) provide for present and future non-industrial forestry operations.

Policy LU.2.3: The areas designated as Swift Recreational (SR) are generally located on publicly or quasi-publicly owned land (USFS, State of Washington, Skamania County, Cowlitz PUD, Pacific Corp., etc.) to promote public recreational opportunities within the Swift Subarea. All land divisions are prohibited, unless there is evidence that the land division would further promote the recreational opportunities of the land in question. In the case of Northwoods Development the existing 204 privately owned cabins are allowed to continue, to expand, and be replaced if necessary, and the four vacant cabin spaces are allowed to construct new cabins. In the case of Eagle Cliff General Store, Cabins and Campground Development, the existing retail store and other service establishments are allowed to continue, to expand, and be replaced if necessary.

Policy LU.2.4: The areas designated as Mountain Recreational (MR) provides for areas of recreational uses at very low primitive recreational residential densities often located near areas of commercial resource lands and provide opportunities for limited small-scale commercial uses related to recreational and tourist activities.

Policy LU.2.5: All plats, short plats, development permits, and building permits issued for development activities within the Swift Subarea should contain a notice that the subject property is within or near designated

agricultural lands, forest lands, or mineral resource lands on which a variety of commercial activities may occur that are not compatible with residential development for certain periods of limited duration. The notice should also inform that an application might be made for mining-related activities, including extraction, washing, crushing, stockpiling, blasting, transporting, and recycling of minerals.

Policy LU.2.6: All plats and short plats that are within or adjacent to the 1010' mean sea level (MSL) elevation line should contain a note stating that structures are not allowed within this flowage easement, unless specifically authorized by PacifiCorp and Skamania County.

Policy LU.2.7: All plats and short plats issued within the Swift Subarea should require a stormwater plan to be prepared by a professional engineer licensed in the State of Washington.

Goal LU.3: Fish and Wildlife and their habitat should be protected and, improved where possible from the potential impacts of development. Critical area regulations should be updated to meet the Growth Management Act Best Available Science requirements.

Policy LU.3.1: Certain locations in, and characteristics of, the Swift Subarea have been identified for increased protection of some form. These include:

- a. Drift Creek, Swift Creek, the confluence of Pine Creek and the Muddy and Lewis Rivers, and other streams;
- b. Existing commercial development such as the Eagle Cliff Store and bunkhouse;
- c. Fish and wildlife habitat areas such as deer and elk breeding grounds, heavily-used deer and elk wintering areas, bald eagle communal roosts and potential roosting habitat around Swift Reservoir for eagles and osprey, migration routes, wetlands, bull trout habitat, and areas of concentrated fish use;
- d. Public access;
- e. Steep and unstable slopes;
- f. Surface and groundwater recharge and discharge areas;
- g. The Cedar Flats Research Natural Area (old growth forest); and,
- h. The south side of the reservoir.

Policy LU.3.2: Countywide plans, policies and regulations governing the State Environmental Policy Act (SEPA), shorelines, critical areas, watersheds, and land divisions are incorporated in this comprehensive subarea plan by reference. Critical areas include wetlands, frequently flooded areas, geologically hazardous areas, wildlife habitat and aquifer recharge areas.

Policy LU.3.3: A 500 foot no development buffer should be established around the perimeter of the Cedar Flats Research Natural Area to help prevent incompatible development from encroaching on the site or creating disturbance to the Natural Area.

Policy LU.3.4: Roads entering into the Swift Subarea should have signs installed that state "Entering A Volcanic Hazard Area".

Policy LU.3.5: All plats, short plats, development permits, and building permits located within big-game range should contain a notice that the property is located within big-game range and that year round damage to property and landscape may result, and that individual property owners are liable for any damages incurred.

Goal LU.4: Recreation opportunities are important to those who frequent the Swift area and consideration should be given to increasing opportunities for various recreational activities.

Policy LU.4.1: Various types of recreational opportunities should be allowed or conditionally permitted in the Land Use Designations.

Policy LU.4.2: Encourage All Terrain Vehicle (ATV) use and motorized Off Road Vehicle (ORV) use to be located in appropriate areas of private land outside of critical resource areas.

Figure 2-1 Comprehensive Subarea Plan Map

Figure 2-2: Inset of Section 26, T7N, R6E, WM (Northwoods)

Figure 2-3: Cedar Flats Research Natural Area map

CHAPTER 3: TRANSPORTATION AND UTILITY ELEMENT

Introduction

It is important to note that no portion of the Skamania County maintained road system is located within the Swift Subarea.

A safe and efficient transportation system for the movement of people, utilities and goods is needed to support existing and future development. These important linkages are vital to the economic health and viability of Skamania County and they need to be maintained and enhanced in order to efficiently provide their service.

This transportation element has been developed to address transportation needs in the Swift Subarea. It represents the county's policy plan for the next 20 years and specifically considers the location and condition of the existing traffic circulation system, the projected transportation needs, and plans for addressing future transportation needs while maintaining established level of service standards.

The Skamania County Regional Transportation Plan (SCRTP) dated February 2006, is incorporated into this subarea plan by reference. The SCRTP identifies future regional transportation system needs and outlines the transportation plans and improvements necessary to maintain adequate mobility within and throughout the Skamania County region. The following information is specific to the Swift Subarea and is not included in the SCRTP.

Transportation Facilities

Existing Road System

Figure 3-1 depicts the existing road system. All roads located within the Swift Subarea are owned and operated by the United States Forest Service (USFS) or are private roads. There currently are no County-owned roads in the Swift Subarea. Of the routes to access the area, the primary access is through Skamania County Wind River Road to Curly Creek Road to USFS 90 Road. This route is an all weather road which is owned and maintained by Skamania County for year round use. Wind River Road runs in a north-south direction from State Route 14, north through Carson, until it intersects the Curly Creek Road that connects to the USFS 90 Road.

The USFS 90 road is the main road located within the subarea. It runs along the north side of the reservoir and provides access to Cowlitz County and SR-503. USFS 25 Road intersects the USFS 90 Road at Mile Post (MP) 15.49 and runs in a north-south direction

to the ultimately connect with State Route 12 in Lewis County. The sections of USFS 90 and 25 Roads located within the Subarea are covered under the County/USFS Interagency Roads of Mutual Interest Agreement. This agreement allows either agency the ability to complete maintenance activities on these roads. Skamania County currently conducts winter maintenance while the USFS is responsible for overall maintenance activities.

Cars, trucks, motorcycles, horses, bicycles, pedestrians and other modes of transportation traverse these roads and trails for recreation, resource management projects and private property use. Historically, much of the road system on the Gifford Pinchot National Forest was developed to gain access to timberlands. These access points have been maintained largely at the expense of the United State Forest Service.

The USFS operating budgets and ability to maintain all of the existing road system have been significantly reduced. Therefore, some roads may be removed from the system, others closed until further access is needed, and many others kept at the lowest possible maintenance levels for budget and resource protection reasons.

Private Roads that access off of USFS Roads are required to obtain permits from the USFS as well as meet the standards of the County's Private Road Code.

Planned and Proposed Road Improvements

Currently there are no planned or proposed county road improvements within the Swift Subarea, as the County has no ownership of any roads. Although, the county and USFS are actively pursuing Federal Funding for improvements to the Wind River Road and the USFS 90 Road.

Transportation Policies

- Policy T.1: The County should continue to investigate and pursue alternative sources of grant funding for transportation related construction and maintenance.
- Policy T.2: The County should maintain partnerships and communication with the USFS on roads of mutual interest.
- Policy T.3: All private roads in the Swift Subarea should meet the Skamania County Private Road Code.

Utility Facilities

Currently, there are no electrical services, municipal water systems, public sewer systems, or phone services (landline nor cellular) available in the Swift Subarea. Individual recreational cabins use generators for electricity, and limited satellite phone coverage is available in various locations depending upon topography.

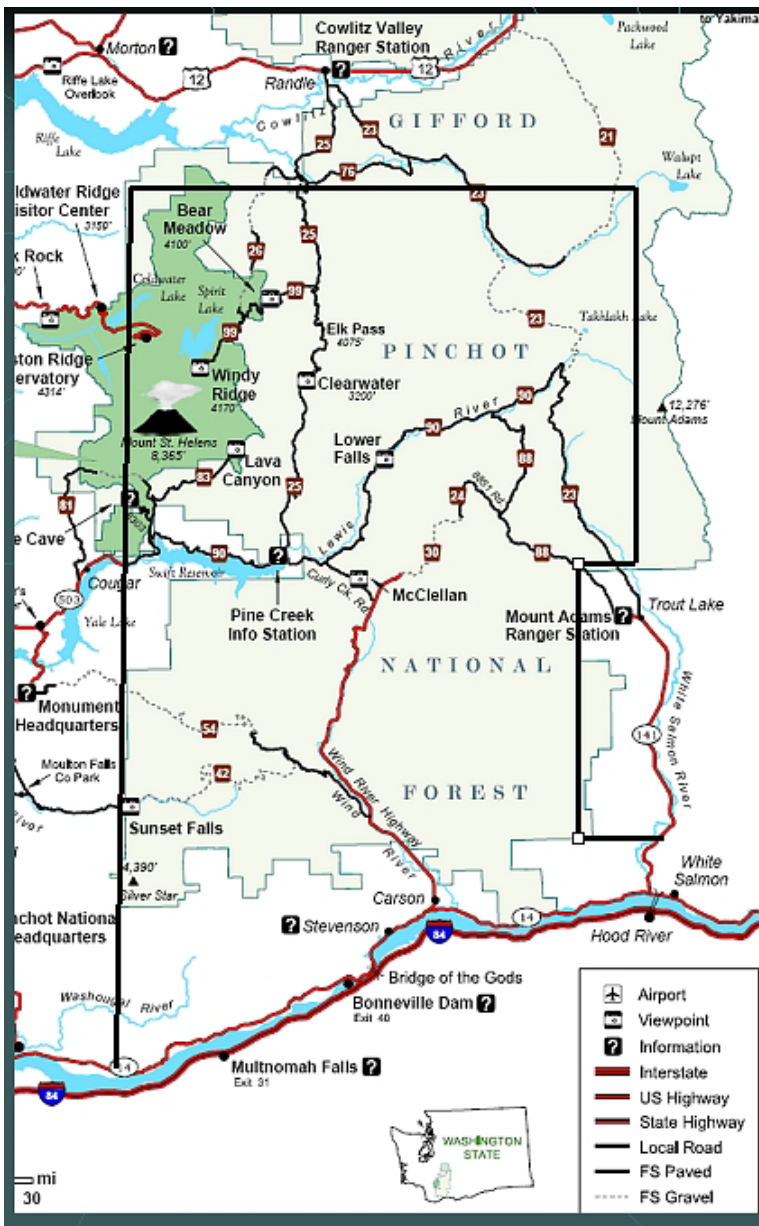
Skamania County has spoken with various cellular phone companies and they have said that they have no immediate plans to install cellular towers to serve the Swift Subarea. Additionally, the Skamania PUD and the Cowlitz PUD have no current interest in providing electrical power to serve the Swift Subarea.

The Swift 1 Hydroelectric Project (Swift Dam Number 1) was installed in 1958 and is owned and operated by PacifiCorp. It is a 240 MW plant and is the furthestmost upstream hydroelectric facility on the North Fork Lewis River, lying directly upstream of the Swift No. 2 Hydroelectric Project. The Swift No. 2 project, located in Cowlitz County, does not include a dam and reservoir. It utilizes water directly from the tailrace of Swift No. 1, which flows into a 3.2 mile long canal that discharges through the Swift No. 2 powerhouse into Yale Reservoir in Cowlitz County. It is a 70 MW plant and is owned by Cowlitz PUD.

Terminal Facilities

There are no major terminal facilities in the Swift Subarea of Skamania County. The Port Facilities are located in the southern portion of Skamania County along the Columbia River, in Camas/Washougal, North Bonneville and Stevenson, and in Cowlitz County at the mouth of the Lewis River. The nearest public commercial airport facilities are located in Portland, Oregon.

Figure 3-1. Existing Road System



CHAPTER 4: REFERENCES

- Priority Habitat Data Books and Maps. 2007.
- Cultural and Historic Resource Maps. 2007.
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- WRIAs 27 and 28 Watershed Plan. Lower Columbia Fish Recovery Board, Longview, Washington. 2006.
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