SUPERIOR COURT OF WASHINGTON FOR KLICKITAT COUNTY

KLICKITAT COUNTY, a municipal corporation,

Plaintiff,

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THE STATE OF WASHINGTON, and THE COLUMBIA RIVER GORGE COMMISSION,

Defendants, 😙

ν.

CLARK COUNTY, a municipal corporation, and SKAMANIA COUNTY, a municipal corporation,

Interested Parties.

No. 91 2 00263 6

SUMMONS

SKALLAN TRECORD
SKALLAN TRECOR

Indexed, Dir O Indirect Filmed 2/3 4/2
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TO: Above-named defendants and interested parties.

A lawsuit has been started against you in the above entitled court by plaintiff. Plaintiff's claim is stated in the written complaint, a copy of which is served upon you with this summons.

In order to defend against this lawsuit, you must respond to the complaint by stating your defense in writing, and serve a copy upon the undersigned attorney for the plaintiff within 20 days after the service of this summons or within 60 days if you are served outside the State of Washington, excluding the day of service, or a default judgment may be entered against you without notice. A default judgment is one where plaintiff is entitled to what he asks for because you have not responded. If you serve a

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RECORDER'S NOTE:
NOT AN ORIGINAL DOCUMENT

FOSTER PEPPER & SHEFELMAN ONE MAIN PLACE 101 S.W. MAIN STREET

> 15th FLOOR FORTLAND OREGON 97204-3223 (503) 221-0607

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notice of appearance on the undersigned attorney, you are entitled to notice before a default judgment may be entered.

You may demand that the plaintiff file this lawsuit with the court. If you do so, the demand must be in writing and must be served upon the person signing this summons. Within 14 days after you serve the demand, the plaintiff must file this lawsuit with the court, or the service on you of this summons and complaint will void.

If you wish to seek the advice of an attorney in this matter, you should do so promptly so that your written response, if any, may be served on time.

THIS SUMMONS is issued pursuant to Rule 4 of the Superior Court Civil Rules of the State of Washington.

DATED this 24th day of January, 1992.

Respectfully submitted,

GERALD A. MATOSICH KLICKITAT COUNTY PROSECUTING ATTORNEY

and

FOSTER PEPPER & SHEFELMAN

P. Stephen DiJulio, WSBA # 7139 Steven G. Jones, WSBA # 19334 Special Deputy Prosecuting Attorneys for Plaintiff Klickitat County

SUMMONS - 2 :

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KLICKITAT COUNTY, a municipal corporation,

Plaintiff,

ν.

THE STATE OF WASHINGTON, and THE COLUMBIA RIVER GORGE COMMISSION,

Defendants,

ν.

CLARK COUNTY, a municipal/ corporation, and SKAMANIA COUNTY, a municipal corporation,

Interested Parties.

No. 91 2 00263 6

FIRST AMENDED COMPLAINT FOR DECLARATORY AND INJUNCTIVE RELIEF

Plaintiff Klickitat County states as follows:

## 1. Background.

- 1.1 In November, 1986, the U.S. Congress passed the Columbia River Gorge National Scenic Area Act. 16 U.S.C. § 544 et seq. (the "Act"). The Act created and defined the Columbia River Gorge National Scenic Area. 16 U.S.C. § 544b ("Scenic Area").
- 1.2 The Act also authorized and defined the membership and duties of the Columbia River Gorge Commission (the "Commission").

  16 U.S.C. § 544c. The Act did not create the Commission, but through the Act, the United States Government invited the states of Washington and Oregon to enter into an interstate compact to

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- 1.3 In 1987, the states of Washington and Oregon entered into the Columbia River Gorge Compact ("Compact"); the Compact is codified at Chapter 43.97 RCW. The Compact ratifies and adopts the Act by reference, thereby making the provisions of the Act the law of the defendant State of Washington ("State"). As a result of the State's adoption of the Compact, the State has participated in the establishment of the Commission.
- 1.4 The Commission was charged under the Act with the development of a management plan for the Scenic Area which was to include a resource inventory, economic opportunity study, recreation assessment and land use designations. The elements and standards for adoption of the management plan with respect to the General Management Area ("GMA") are set forth at 16 U.S.C. § 544d. The management plan was to include, without change, guidelines for the development of the Special Management Area ("SMA") which were to be developed by the Secretary of the United States Department of Agriculture ("Secretary"). 16 U.S.C. § 544d(c) (5) (A).
- 1.5 In July, 1991, the Commission published the Final Draft Management Plan, including both GMA regulations and the SMA regulations as prepared by the Secretary. On October 28, 1991, the Commission published its Changes to the GMA portion of the Final Draft Management Plan and the Changes to the GMA portion of the Final Draft Management Plan will hereafter be collectively referred to as the "Management

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Plan"). Pursuant to 16 U.S.C. § 544d(f), the Commission forwarded the Management Plan to the Secretary for concurrence. Copies of the Management Plan (both July 1991 Plan and October 28, 1991 Changes) will be filed separately with the Court.

- 1.6 The Management Plan divides the Scenic Area into three separate management areas:
- 1.6.1 28,500 acres of urban area which "are exempt from the Management Plan, but are eligible to receive federal funds to implement it. They will be the focus of future growth and economic development." Management Plan, p. i.
- 1.6.2 149,500 acres of GMA which are devoted primarily to traditional resource use with scattered areas of existing residential development. Management Plan, p. ii.
- 1.6.3 114,600 acres of SMA. The Secretary is to develop guidelines for land use ordinances to be adopted with respect to the SMA. 16 U.S.C. § 544f(f). These guidelines are to be incorporated by the Commission into the Management Plan. 16 U.S.C. §§ 544d(c)(4), 544d(c)(5)(A).
- 1.6.4 A substantial portion of the Management Plan is devoted to outlining use restrictions which pertain to various types of land within the Scenic Area based on whether the lands affected by those restrictions are within the GMA or the SMA.
- 1.7 The Act, at 16 U.S.C. § 544e (GMA) and § 544f (SMA), authorizes counties within the Scenic Area to adopt land use ordinances which conform with the requirements of the

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Management Plan. Under these provisions, Clark, Klickitat and Skamania Counties (collectively the "Counties") are obligated to state within 60 days of receipt of the Commission's Final Management Plan whether any of the Counties propose to adopt land use ordinance(s) under the GMA and/or the SMA portions of the Management Plan.

1.8 Any GMA ordinance ultimately adopted by any of the Counties must be submitted to the Commission for approval. 16 U.S.C. § 544e(b). Any SMA ordinance ultimately adopted by any of the Counties must be submitted to both the Commission and the Secretary for approval. 16 U.S.C. § 544f(i). If a County fails to adopt ordinance(s) found to be consistent with the Management Plan, the Commission (GMA) or the Commission and Secretary (SMA) are both authorized and obligated under 16 U.S.C. § 544e(c) (GMA) and 16 U.S.C. § 544f)(1) (SMA) to adopt and administer land use ordinance(s) within that County which are consistent with the Management Plan.

## 2. Parties.

2.1 Plaintiff Klickitat County is a municipal corporation of the State of Washington. Klickitat, Skamania and Clark counties are the three counties within the State of Washington which fall within the Scenic Area created by the Act. As such, these counties are each authorized to adopt and administer a land use ordinance in conformity with the Act, the Compact, and the Management Plan.

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2.2 The State of Washington is a sovereign state and a party, along with the State of Oregon, to the Compact. As such, the State has adopted and ratified the Act, thereby making all provisions of the Act the law of the State.

- 2.3 The Columbia River Gorge Commission was established by the Compact. The Commission has been named as an interested party to these proceedings.
- 2.4 Clark County, a municipal corporation of the State of Washington, has been named as an interested party to these proceedings.
- 2.5 Skamania County, a municipal corporation of the State of Washington, has been named as an interested party to these proceedings.

## 3. <u>Jurisdiction</u>.

This action is brought for a declaratory judgment pursuant to RCW 7.24.020 and RCW 7.24.030 and for injunctive relief. The case presents claims which are ripe for judicial determination because the issues involved are exclusively legal and do not require further factual development. All parties are subject to the jurisdiction of this Court pursuant to 16 U.S.C. § 544m(b) and RCW 4.92.010.

# 4. Legal Issues Presented.

4.1 Under 16 U.S.C. § 544e(b) (GMA) and 16 U.S.C. § 544f(h) (SMA), the Counties must each elect whether or not to adopt and implement conforming land use ordinance(s) within 60 days of

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receipt of the Management Plan for the Scenic Area. At the present time, Klickitat County lacks sufficient information to adequately assess the ultimate impact of the adoption of any ordinance under the Act or Management Plan. Klickitat County has sought guidance from both the State and the Commission, but has failed to receive adequate responses from either of these defendants. Accordingly, in order to enable Klickitat County to assess the impact of implementing the Management Plan through the adoption of appropriate ordinances and regulations, it now seeks a declaratory judgment from this Court on the following questions:

- 4.2 Is the State liable under RCW 43.135.060 for all costs incurred by a County in connection with the adoption, implementation and administration of any new ordinances and programs adopted by that County pursuant to the Management Plan for the Scenic Area?
  - 4.3 Is the State liable:
- 4.3.1 under the Fifth and Fourteenth Amendments to the United States Constitution and Art. I, § 16 of the Washington State Constitution to pay just compensation to any private landowner whose property is taken or damaged as a result of the adoption and implementation of the Act, the Compact, or the Management Plan; and,
- 4.3.2 under RCW 43.135.060 to indemnify a County for any costs incurred in the defense and payment of just compensation claims by a private property owner who raises a takings claim with

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respect to the adoption and implementation of the Act, the Compact, or the Management Plan?

- 4.4 In the event the Commission is obligated to adopt a land use ordinance governing areas of the Counties which fall within the Scenic Area:
- 4.4.1 does the adoption of such an ordinance constitute assumption by the Commission of all other land use and regulatory authority with respect to non-federal lands located within the Columbia River Gorge National Scenic Area; and,
- 4.4.2. if not, what obligations remain for the Counties within such areas in the event any or all of the Counties decline to adopt any ordinance or regulation under the Management Plan?

  5. Facts.
- 5.1 <u>General</u>. Plaintiff repeats and realleges paragraphs 1.1 through 1.7.
  - 5.2 <u>The State's Financial Obligation for New Local Programs and Services Under Chapter 43.135 RCW.</u>
- 5.2.1 On November 6, 1979, the citizens of the State of Washington enacted into law Initiative 62. This initiative is codified at Chapter 43.135 RCW.
- 5.2.2 R.C.W. 43.135.060(1) provides that the legislature shall not impose responsibility for new programs or increased levels of service under existing programs on any taxing district unless those districts are reimbursed for the costs thereof by the State.

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- 5.2.3 The legislature, through the adoption of the Compact, has imposed new responsibilities on, and required new programs of, the Counties.
- 5.2.4 These new responsibilities and programs will result in the provision of increased levels of service to citizens of the Counties in particular, and citizens of the State generally.
- 5.2.5 Each of the Counties is a taxing district under RCW 43.135.020(4).
- 5.2.6 The State is liable under RCW 43.135.060 for all costs incurred by any of the Counties in connection with the adoption, implementation and administration of any new ordinances and programs adopted by any of the Counties pursuant to the Commission's Final Management Plan for the Scenic Area.
  - 5.3 The State's Obligation to Compensate Private
    Property Owners Who Assert Successful Takings
    Claims.
- 5.3.1 The Fifth Amendment to the United States

  Constitution, applicable to the states through operation of the

  Fourteenth Amendment, provides in relevant part:

No person shall be . . . deprived of life, liberty, or property, without due process of law; nor shall private property be taken for public use, without just compensation.

5.3.2 Art. 1, § 16 of the Constitution of the State of Washington ("State Constitution") provides in relevant part that:

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5.3.3 16 U.S.C. § 544e(a) provides that all non-Federal lands within the Scenic Area are to be administered by the Commission in accordance with the Management Plan.

5.3.4 The Management Plan places significant restrictions on the use and development of non-federal lands located within the Scenic Area.

5.3.5 The Management Plan outlines a vast array of land use restrictions tied to a comprehensive scheme of land classifications. For example, with respect to private land within the GMA which has been designated as "Open Space," land may only be used for:

a. Low intensity recreation, subject to the guidelines for Recreation Intensity Classes;

 b. Land Divisions to facilitate efforts to protect and enhance scenic, cultural, natural or recreational resources; and

c. Repair, maintenance, operation and improvement of existing serviceable structures, including roads, railroads, hydro facilities and utilities that provide transportation, electric, gas, water, telephone, telegraph, telecommunications or other services.

Management Plan, p. I-50 - I-51.

5.3.6 The Management Plan contemplates the designation of 5,710 acres of land as Open Space within the GMA. Management Plan, p. 1-47.

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- 5.3.7 With respect to land designated "Open Space" within the SMA, the Management Plan contemplates the following uses without review of the Forest Service:
  - a. Maintenance, repair, or operation of existing dwellings, structures, trails, roads, railroads, and utility facilities.
- Management Plan, p. I-57 I-58. In addition to these uses, the following uses are only allowed subject to review by the Forest Service for compliance with scenic, cultural, natural, and recreational resources guidelines:

Existing management practices.

- a. Changes in management practices and existing use, including reconstruction, replacement, and expansion of existing structures.
- b. Structure or vegetation management activities, including scientific research, related to scenic, cultural, recreational, and natural resource enhancement projects.
- c. Low-intensity recreation uses including educational and interpretive facilities . . .
- d. Construction of new utility facilities that protect the scenic, natural, cultural, and recreation resources.

  Management Plan, p. I-58.
- 5.3.8 The Management Plan contemplates the designation of 70,857 acres as Open Space within the SMA.
- 5.3.9 The Open Space designation is one of six different land use designations made under the Management Plan and is outlined only for illustrative purposes. Each of the classifications have their own specific restrictions based upon the nature of the classification and the existing uses.

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5.3.10 Such restrictions on the use of private property make it inevitable that private land owners will claim that their property has been taken as a result of the operation of the Management Plan and any ordinances adopted pursuant to it.

Takings claims will result in substantial defense 5.3.11 costs and, if successful, substantial costs to compensate private property owners as required under the Fifth and Fourteenth Amendment of the United States Constitution and/or Article I, § 16 of the Washington State Constitution.

16 U.S.C. § 544g authorizes the Secretary to 5.3.12 acquire property within the SMA through the exercise of the federal power of eminent domain and to compensate private landowners whose lands are taken pursuant to this authorization. No similar provision exists with respect to the GMA.

5.3.13 The Compact, through its adoption of the Act, makes the provisions of 16 U.S.C 544, et seq., part of the law of the State of Washington. Therefore, to the extent that the Secretary is either unwilling or unable to provide just compensation to private landowners whose property has been taken or damaged as a result of the operation of the Act, the Compact would make such taking or damaging the result of action on the part of the State.

5.4 Regulatory Responsibilities of the Commission/County.

5.4.1 Each of the Counties currently administers a number of systems of regulation and permitting under the State

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Constitution Art. 11, § 11 and State statute.

- 5.4.2 The regulatory systems ("Systems") administered by the Counties include, but are not limited to:
  - 5.4.2.1 The State Environmental Policy Act, Chapter 43.21C RCW;
  - 5.4.2.2 The Shoreline Management Act, Chapter 90.58 RCW;
  - 5.4.2.3 Adoption and administration of solid waste management plans, Chapter 70.95 RCW, Chapter 36.58 RCW;
  - 5.4.2.4 Issuance of grading, building and construction permits, and administration of the uniform building codes, Chapter 19.27 RCW, Chapter 19.29 RCW, Chapter 36.43 RCW;
  - 5.4.2.5 Issuance and administration of development controls and the platting of subdivisions, Chapter 58.17 RCW;
  - Administration of waste water treatment plans and systems, Chapter 65.08 RCW, Chapter 36.94 RCW;
  - Adoption and administration of drainage and surface water plans and permits, including regulation of floodplains, Chapter 35A.63 RCW, Chapter 36.89 RCW, Chapter 36.94 RCW;
  - 5.4.2.8 Control of development within or near critical environmental areas, as part of the State's Growth Management Act, Chapter 36.70A RCW.
- 5.4.3 In the event that any of the Counties fails to enact land use ordinance(s) in conformity with the Management Plan, the Commission is obligated under 16 U.S.C. § 544e(c) (GMA) and 16 U.S.C. § 544f(l) (SMA) to enact such land use ordinance(s) and administer them within the Scenic Area.

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Plan make provision for the adoption, implementation or administration by the Commission of the Systems outlined in paragraph 5.4.2. Thus, it is unclear whether the Counties will continue to administer these Systems within the Scenic Area in the event that the Commission adopts a land use ordinance for the Scenic Area, whether the Commission would be obligated to assume responsibility for the Systems, or how those Systems are to be integrated with Management Plan land use ordinances.

- 6. Relief Requested.
- 6.1 <u>Declaratory Judgment</u>

Plaintiff Klickitat County requests that the Court enter a declaratory judgment:

- 6.1.1 That the State is liable under RCW 43.135.060 for all costs incurred by any of the Counties in connection with the adoption, implementation and administration of any new ordinances and programs adopted by any of the Counties pursuant to the Commission's Final Management Plan for the Scenic Area; and
- of that, in the event the Secretary refuses or is unable to do so, the State is obligated to provide in connection with claims made by any private land owner who asserts that the adoption, implementation and administration of the Act, the Compact or the Management Plan resulted in a taking or damaging of that owner's private property for the public use:

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6.1.2.1	indemnification (including defense costs) of		
	all costs incurred by any of the Counties		
	incurring such costs; and		

- 6.1.2.2 compensation to any successful private property owner; and,
- 6.1.3 Outlining the responsibilities of the Counties,
  State and Commission with respect to all Systems (See paragraph
  5.4.2) should any of the Counties:
  - 6.1.3.1 elect to adopt land use ordinance(s) in conformity with the Management Plan, or
  - 6.1.3.2 elect not to adopt land use ordinance(s) in conformity with the Management Plan.

# 6.2 <u>Injunctive Relief</u>

Plaintiff Klickitat County reserves the right to plead and request the Court's entry of either preliminary or permanent injunctive relief prohibiting defendants from taking action to adopt and implement land use regulations under the Management Plan, and protecting all of Klickitat County's rights of action under either the Act, the Compact and the Management Plan, including Klickitat County's election to act under those ordinances and regulations until such time as a final decision has been rendered by this Court and all parties have exhausted fully any rights of appeal which they may have.

FIRST AMENDED COMPLAINT
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# 6.3 Additional Relief

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Plaintiff Klickitat County requests that the Court grant it all other relief that the Court deems just and proper.

Dated this 24th day of January 1992.

Respectfully submitted,

GERALD A. MATOSICH KLICKITAT COUNTY PROSECUTING ATTORNEY

and

FOSTER PEPPER & SHEFELMAN

P. Stephen DiJulio, WSBA # 7139 Steven G. Jones, WSBA # 19334 Special Deputy Prosecuting Attorneys for Plaintiff Klickitat County

FIRST AMENDED COMPLAINT FOR DECLARATORY JUDGMENT AND INJUNCTIVE RELIEF -51156/complaint pld

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1	SUPERICR COURT OF WASHINGTON FOR KLICKITAT COUNTY			
2	WI TOUTDAY COLUMN			
3	KLICKITAT COUNTY, a )   municipal corporation, )			
4	Plaintiff, )	No. 91 2 00263 6		
5	v. )	DOCUMENTS RELATING TO FIRST AMENDED COMPLAINT		
6	THE STATE OF WASHINGTON, and )	FOR DECLARATORY AND INJUNCTIVE RELIEF		
7	THE COLUMBIA RIVER GORGE ) COMMISSION,	The the Lab		
8	Defendants, )			
9	v.			
10	j			
l	CLARK COUNTY, a municipal ) corporation, and SKAMANIA )	* (\(\sigma\)		
11	COUNTY, a municipal ) corporation, )	\ ( F		
12	Interested Parties. )			
13				
14	INDEX			
15	TAB DATE	DOCUMENT		
16	1. July 1991	Final Draft Management Plan for		
17		General and Special Management Areas		
18	2. April 26, 1991	Final Draft Management Plan		
19		Recreation Intensity Classes (Map)		
20	3. April 26, 1991	Final Draft Management Plan		
21		Landscape Settings Map (Map)		
22	4. April 26, 1991	Final Draft Management Plan Land Use Designations (Map)		
23	111	rand obe pesignations (nap)		
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20	DOCUMENTS RELATING TO FIRST			
	AMENDED COMPLAINT FOR DECLARATORY	FOSTER PEPPER & SHFFFI MAN		

AND INJUNCTIVE RELIEF - 1

FOSTER PEPPER & SHEFELMAN ONE MAIN PLACE (1) 101 S.W. MAIN STREET 151H FLOOR FORTLAND GREGON 97204 3223 (503) 221 0607

DATED this 24th Day of January, 1992

and

KLICKITAT COUNTY PROSECUTING ATTORNEY

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FOSTER PEPPER & SHEFELMAN

Respectfully submitted,

GERALD A. MATOSICH

P. Stephen DiJulio, WSBA # 7139 Steven G. Jones, WSBA # 19334 Special Deputy Prosecuting Attorneys for Plaintiff Klickitat County

DOCUMENTS RELATING TO FIRST AMENDED COMPLAINT FOR DECLARATORY AND INJUNCTIVE RELIEF 51156'documeom plJ

FOSTER PEPPER & SHEFELMAN ONE MAIN PLACE. 101 S.W. MAIN STREET 15th FLOCE

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(503) 22° 0607

## CERTIFICATE OF SERVICE

I hereby certify that I served the foregoing FIRST AMENDED COMPLAINT FOR DECLARATORY AND INJUNCTIVE RELIEF; DOCUMENTS RELATING TO AMENDED COMPLAINT FOR DECLARATORY AND INJUNCTIVE RELIEF on January 24, 1992, by mailing a true copy thereof, certified by me as such, contained in a sealed envelope to:

John W. Hough Deputy Attorney General of Washington PB 71 Olympia, WA 98504-8071

Columbia River Gorge Commission 288 East Jewitt Blvd White Salmon, WA

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and deposited in the post office at Portland, Oregon, on said day.

DATED this 24th day of January, 1992.

Respectfully submitted,

GERALD A. MATOSICH KLICKITAT COUNTY PROSECUTING ATTORNEY

and

FOSTER PEPPER & SHEFELMAN

P. Stephen DiJulio, WSBA # 7139 Steven G. Jones, WSBA # 19334 Special Deputy Prosecuting Attorneys for Plaintiff Klickitat County

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Stevenson, Washington, 1/24/92

TO COUNTY AUDITOR OR.

Skamania County, Washington

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