

# **COLUMBIA CITY COMPREHENSIVE PLAN**

## **I. INTRODUCTION**

### **A. PREFACE**

The South County, St. Helens - Columbia City Comprehensive Plan was prepared in 1973 by Cornell, Howland, Hayes, and Merryfield in cooperation with the Columbia County Organization of Governments. The plan was intended as the basis for guiding growth and maintaining livability in Columbia City and St. Helens.

The requirements for the context of comprehensive land use plans were changed in 1973 by the Oregon State Legislature. The 1973 legislation, through Senate Bill 100, established the Land Conservation and Development Commission. The commission was charged with the duty of formulating a minimum criteria of what a comprehensive plan must address. This was done in the form of state planning goals, which were adopted by the commission in 1975. The City Council reviewed the 1973 Comp Plan and determined it should be revised and updated to comply with the established state planning goals. The following pages contain the revised Comprehensive Plan for Columbia City. The goals and objectives for the future development of Columbia City represent the decisions of interested citizens, elected officials, and other governmental agencies. These decisions are based upon the best information available at the time of plan formation, development, and revision. This plan is not meant to be cast in stone; as conditions and needs change over time, it shall be constantly monitored to ensure that it responds to the community's requirements.

### **B. PURPOSE OF THE COMPREHENSIVE PLAN**

The Comprehensive Plan serves as a guide for future community leaders in making land use decisions. Future land development must be in accordance with the adopted plan. Oregon Supreme Court decisions have clarified the importance of comprehensive plans by determining that implementing ordinances must be subordinate to comprehensive plans. Because of the extreme importance of the plan to Columbia City, the planning process shall ensure that:

1. An adequate factual data base is developed.
2. A broad-based Citizen Involvement Program (CIP) is initiated.
3. Information regarding data and the draft and final adopted plan is readily available to the public. The Comprehensive Plan shall be on file at the City Hall in Columbia City.

### C. CITIZEN INVOLVEMENT [State Goal No. 1]

Columbia City is committed to the active participation of its residents, property owners and business owners in planning for and implementing the community's future. The Citizen Involvement Program provides adequate means of communication between local government and residents.

The Columbia City Planning Commission has been designated as the Committee for Citizen Involvement (CCI). The Planning Commission is appointed by the City Council to reflect the broadest base of experience and expertise possible from a list of volunteers. Citizens volunteer in response to officially-posted notices, newspaper notices, City newsletter articles, planning surveys, e-mail notices and postings on the City website.

All meetings of the City Council and Planning Commission are open to the public, and citizens are urged to attend. Workshop meetings and public hearings are conducted in a manner that will draw the maximum amount of citizen input available. Citizens are asked to assist in developing inventories and reviewing the progress of the Planning Commission. Public hearings were conducted prior to the final adoption of the original Comprehensive Plan and its implementing ordinances--the Columbia City Subdivision & Partitioning Ordinance and Zoning Ordinance and prior to the adoption of the amendments.

Since the adoption of the original Comprehensive Plan, Columbia City has maintained a high level of citizen involvement. Examples include:

- The 2002 joint workshop of the City Council, Planning Commission and various municipal committee members to review a written summary of options and begin the current review of the Comprehensive Plan and implementing ordinances.
- The City newsletter which is mailed to each Columbia City resident and contains general interest and planning information items. As of August 2002, the newsletter distribution increased to monthly. Prior to that date, it was distributed on a bi-monthly basis.
- Citizen questionnaires which are generated to ensure a broad response from citizens and to provide citizens an opportunity to be involved. The results of the 1977, 1979, 1989 and 2001 questionnaires are kept on file at City Hall.
- The 2001 community wide visioning workshop.

#### D. VISION STATEMENT

In 2012, the Columbia City Council partnered with the Columbia County Economic Development Team (CCEDT) and appointed an ad hoc Columbia City Visioning Committee. A series of public workshops were directed by David Stocker, Executive Director of CCEDT. Following the workshops, the Columbia City Visioning Committee worked with Mr. Stocker to develop a vision statement that incorporated the input from all participants. The Columbia City Visioning Committee recommended that the City Council adopt the following Vision Statement:

*“Columbia City is the lower Columbia River’s ideal small town - a city of beauty and livability.*

- *Residents connect in safe, attractive, and quiet neighborhoods.*
- *The city welcomes diverse community-sustaining businesses.*
- *Engaged citizens and responsive local governments collaborate to preserve the city’s distinctive identity and independence.”*

On May 3, 2012, Council approved Resolution 12-1052-R adopting the above vision statement.

[Amended by Ordinance No. 14-680-O 6/1/14]

#### E. LAND USE PLANNING [State Goal No. 2]

The planning process involves several steps. It is initiated by establishing preliminary goals that the plan should accomplish. This is usually done by noting particular problems of the City and specific needs which should be addressed. The next step is to conduct inventories of assessable information concerning various topics and conditions as they exist within the planning area. For example, some of the topics the plan addresses include public facilities and economy.

In the event the necessary inventory information is not available for each appropriate goal at the time of the plan revision, the City shall attempt to obtain the missing information for incorporation at the next update.

After information for each topic is assembled, tentative alternatives and goals are established. Once all topics have been inventoried and alternatives established, the next step is to compare the various goals and objectives with one another to ensure they are compatible. For example, it would not be compatible to project a population of 5,000 for a community and plan public facilities to service a population of 1,000. This step, or phase, of the planning process requires the

resolution of conflicts among the goals and objectives of the plan and often will require some tradeoffs between them.

Once the goals and objectives are compatible, the last phase, or step, of the initial planning process is the actual land resource allocation. This is the establishment of the various land use categories the City will utilize, such as residential, commercial, and industrial. These land use categories will be mapped on the comprehensive land use map to indicate the specific boundaries of each.

The adopted plan is implemented by preparing and adopting ordinances that carry out the goals and objectives, in terms of land use, of the plan. The Planning Commission must then constantly monitor the plan and review the ordinances to ensure they are responsive to the needs and desires of the residents of the City.

When the draft plan has been formulated and reviewed by the Planning Commission, the Commission will recommend the draft to the City Council. This elected body will conduct a public hearing on the plan prior to adoption. The plan must be adopted by the City Council.

On March 19, 1975, Columbia City adopted (by Resolution No. 279) the South County, St. Helens - Columbia City Comprehensive Plan (Comp Plan).

The plan was developed in cooperation between Columbia City and Columbia County and allocated land resources outside the City limits. Both governing bodies adopted this plan--Columbia City Council, for the lands inside the City limits; Columbia County Board of Commissioners, for those lands outside the City limits but inside the urban growth boundary.

In 1980, the City adopted the Columbia City Comp Plan and Map (by Ordinance No. 370). This plan, submitted to LCDC as being in compliance, was returned to the City for further amendments.

More changes were required before the City plan would be found to be in compliance with the State planning goals. More amendments were adopted in 1983 and 1984 (Ordinance Nos. 391, 403, and 408).

The Columbia City Comp Plan was acknowledged as being in compliance with the State planning goals on April 26, 1984.

A Periodic Review was completed in 1992 (Ordinance No. 473). Amendments were added in 1994 (Ordinance Nos. 483 and 502).

In 1997 additional revisions were made, and all amendments were included in one document as Ordinance No. 507.

The State of Oregon has amended the mandatory requirement for Periodic Review for small cities such as Columbia City. However, in 2000, Columbia City determined that a review and update of the Comprehensive Plan was needed. This determination was based on the community growth, the need for codification of the Comprehensive Plan and implementing ordinances and the need to comply with the Transportation Planning Rules and changes to Goal 5. The City sought and received grant funding from the DLCDC to complete a buildable lands inventory and visioning workshop. In 2002, the process continued as the City received grant funding to complete the update and codification of the Comprehensive Plan and implementing ordinances. The current review is scheduled to be complete by June, 2003.

F. HISTORY AND GENERAL PHYSICAL CHARACTERISTICS

1. History

Columbia City is located in Columbia County, along the Columbia River. Columbia City was platted in 1883. The City extends to the center of the river channel. Ships can unload and take on goods from the docks. During World War I, there was a ship-building operation in Columbia City.

Columbia City was incorporated in 1926. City boundaries have been expanded by the following annexations:

<b>Ordinance</b>	<b>Date</b>	<b>Reason for Annexation</b>
182	October 3, 1960	Water
183	October 3, 1960	Water/Streets
192	July 2, 1962	Bring reservoir into City
207	November 4, 1963	Water
227	April 2, 1966	Water/Streets
270	March 15, 1971	Water/Eventual Sewers
283	March 20, 1972	Create common boundary between St. Helens and Columbia City
285	May 3, 1972	Addition to Ordinance No. 283 above
290	September 6, 1972	Public Streets and reservoir
476	February 18, 1993	Bring River Club Estates into City
518	March 19, 1998	Columbia View Heights and Takemoto property

The total acreage within the City limits is approximately 603 acres. The City has always been primarily residential. Commercial uses have been limited through the years. Crown Zellerbach built a sawmill at the north end of the City in 1960. It closed in the early 1980's, and the Port of St. Helens purchased the property and is leasing portions of the site for industrial uses.

Appendix A illustrates the existing designations for land uses in the City. The commercially designated properties are located at the corner of "I" and Second Streets and at the northwest corner of the Columbia River Highway and "A" Street intersection. Adjacent to the A Street commercial site is the Commercial Recreational designation. The Port of St. Helens' property lying north of "E" Street and east of the Columbia River Highway represents the industrial land of the City. Much of the remainder of the City is designated for residential uses.

## 2. Topography

Columbia City is bounded on the east by the Columbia River and on the west by the abruptly-rising foothills of the east flank of the Pacific Coast Range Mountains. Its northern boundary is circumscribed approximately by McBride Creek; its southern limit edges a boggy, wooded area that has formed a one-half-mile wide buffer between the jurisdictions of St. Helens and Columbia City. The City sits on a shelf of silt loam and fill land, varying between a quarter and a third of a mile in width, that extends from the lower slope of the hills to the banks of the Columbia.

The area is partially drained by McBride Creek, which circumscribes half of the City--flowing northerly along the slope above the City before it veers east to empty into the Columbia.

The elevation varies throughout the City and is approximately 22 feet along the Columbia River, 94 feet at the highway, and 380 feet at the northwest corner of the Riverview Heights subdivision.

The City is dominated, ecologically and visually, by the Columbia River, which is nearly a mile wide here. Steep slopes provide a backdrop to the west of town; across the river, the foothills of the Cascade Range rise up. Snow-covered peaks in the Cascade Range are visible from the City including Mount St. Helens, Mount Adams and Mount Hood.

### 3. Hydrology

The hydrologic characteristics of the Columbia City planning area are formed by the nature of the climate, its topography, and geologic structures. Heavy rainfall in the winter months, mild temperatures, light winds, and dry summers are the predominate climate characteristics affecting the hydrologic patterns. Surface drainage flows into one small drainage basin--McBride Creek. The City obtains its drinking water from the City of St. Helens' water source which is located within Columbia City's City limits. However, Columbia City is in the process of developing an independent local water source.

### 4. Climate

Columbia City has a temperate climate with dry, moderately-warm summers and wet, mild winters. Average annual precipitation in the county is slightly less than 50 inches. Measured snowfall is one of the lowest in the state. During three or four months of the year, temperatures occasionally drop below freezing. Temperatures greater than 100°F are seldom reached. Prevailing winds up and down the Columbia River provide some circulation in local air sheds and assist in dilution of air pollutants.

### 5. Soils

In November of 1986, the United States Department of Agriculture (Soil Conservation Service), in cooperation with the Oregon Agricultural Experiment Station, issued the "Soil Survey of Columbia County, Oregon." Columbia City's soil types are shown in the survey, and a copy is filed at City Hall.

The Latourell and Multnomah associations underlie a great portion of the City, with smaller amounts of Aloha, Quatama Philchuck, Wollent, and Xerochrepts groupings. There is also a fair amount of fill land long the shoreline north of "E" Street. The soil associations are predominately soil capability classes I-IV.

The soils within the City limits of Columbia City are mostly of high agricultural capability, but there are no agricultural lands within the City limits. This is due to the topography and size of the study area. The flat lands are restricted to a narrow shelf bordered by the river and the slopes. The size of the City precludes agricultural operations of even a moderate scale. The shelf of level land remains narrow many miles northward, with the only exception at Deer Island, which is in agricultural uses. To the south, the narrow shelf continues for about one-half mile, at which point it

widens substantially--this is the urbanized area of St. Helens. There are agricultural lands to the west of Columbia City, beyond the thickly-wooded escarpments. It does not appear that agricultural lands will present a conflict with further urbanization of Columbia City.

## **II. INVENTORIES OF STATE GOALS**

Comprehensive plans provide overall guidance for a community's land use, economic development, and resource management. Each plan contains two main parts: (1) A body of data and information called the inventory, background report, or factual base describing a community's resources and features. It must address all of the topics specified in the applicable statewide goals; and (2) the policy element. That part of the plan sets forth the community's long-range objectives and the policies by which it intends to achieve them. The policy element of each community's plan is adopted by ordinance and has the force of law.

### **A. AGRICULTURAL LANDS INVENTORY [State Goal No. 3]**

There are no lands designated as agricultural lands within the incorporated boundaries of the City of Columbia City. Therefore, the state planning goal concerning agricultural lands is not applicable in the City.

### **B. FOREST LANDS INVENTORY [State Goal No. 4]**

There are no lands designated as forest lands within the incorporated boundaries of the City of Columbia City. Therefore, the state planning goal concerning forest lands is not applicable in the City.

### **C. OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES [State Goal No. 5 - To conserve open spaces and protect natural and scenic resources.]**

This state goal requires the City to conserve open space and to protect its natural and scenic resources. In order to meet these requirements, the location, quality, and quantity of the following resources have been inventoried:

1. Land Needed or Desirable for Open Space: Land needed or desirable for open space is provided for in the county around the City. The river to the east provides permanent open space.
2. Mineral and Aggregate Resources: There are no inventoried mineral or aggregate resources within the City limits.

3. Energy Sources: There are no known deposits of oil, natural gas, coal, or uranium in the planning area; nor are there hydrologic or natural thermal sources. Firewood is available from sources outside the planning area.

4. Fish Habitats: McBride Creek has been identified by the Oregon Department of Fish and Wildlife (ODFW) as a Class 1 Stream--important to steelhead spawning and rearing. The majority of the stream lies in the county, but the stream does meander through a residential portion of Columbia City. The majority of this habitat is currently unaffected by residential development. The riparian vegetation is a narrow band (25 to 50 feet wide) consisting of willow, cottonwood, Douglas fir, and cedars. Portions of the stream corridor are steep. Residential development along the stream and existing fish habitat can be accomplished safely by setting all structures back from the stream corridor. In its Goal 5 update, the State included a 50' "safe harbor" setback provision. Local application of the safe harbor setback for properties bordering McBride Creek is anticipated to cause little or no economic hardship for property owners. Potential economic benefits might be realized by reducing damages associated with flooding.

ODFW has also identified the Columbia River. The River forms the east boundary of the City. Both residential and industrial designated properties front the River and the impacts of development would vary widely. The City does not have the resources to conduct an individual analysis of each site. Therefore, individual site analysis of the economic, social, environmental, and energy impacts of any proposed development would be necessary to determine the appropriate setback. .

5. Ecologically and Scientifically-Significant Areas: There are none identified within the planning area.

6. Outstanding Scenic Views: The Columbia River and the Cascade Mountains are the main scenic views.

7. Water Area: The east Columbia City boundary extends to the middle point of the Columbia River and flows the length of the City, except in front of River Club Estates. There are no wetlands or watersheds within the City limits. The area is partially drained by McBride Creek.

8. Historic Areas, Sites, and Structures: The Caples House and McVey House are identified as historic structures in Columbia City. The Lewis and Clark Trail has also been recognized in Columbia City.

9. Cultural Areas: There are no identified cultural areas in the planning area.

10. Recreation Trails: The Northwest Oregon Loop Bicycle Trail, a part of the Statewide Recreation Trail System, passes through Columbia City. The trail follows the Columbia River Highway (U.S. Highway 30) from Portland to Astoria. A bike route within the City is shown as Appendix D. Many walkers and joggers use the bike path network within the City.

11. Federal and State Scenic Waterways: There are no identified federal and state scenic waterways in the planning area.

D. AIR, WATER, AND LAND RESOURCES QUALITY [State Goal No. 6 - To maintain and improve the quality of air, water, and land resources of the state.]

Areas of concern to Columbia City are storm water runoff, deterioration of air quality resulting from new industrial development, higher traffic volumes, construction activities, and increasing noise and dust levels resulting from urbanization. Noise and dust from the railroad, Columbia River Highway, and industrial users have been identified by the City.

Storm water runoff has been a problem in the past. Problem areas have been identified, and corrective action has been taken to solve many of the problems associated with surface water runoff. There are provisions in the Development Code for handling storm water runoff in new developments. The Columbia City Public Works Department is also adding catch basins as needed throughout the City to handle surface water runoff problems.

Columbia City operates and maintains a water distribution system and purchases its water from the City of St. Helens. Columbia City is currently in the process of developing its own municipal water source.

Columbia City operates and maintains a sewer collection system and contracts with the City of St. Helens for the treatment of its sewage.

Columbia City is outside the Portland Non-Attainment Area and Class I air quality area.

E. AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS [State Goal No. 7 - To protect life and property from natural disasters and hazards.]

1. Slopes: The most significant natural hazard in the Columbia City planning area is the constraint associated with slopes greater than 20 percent. In the context of slope information alone, there is restriction to

development on land 0 to 12 percent. From 12 to 20 percent, the problems become much greater: at this slope some land uses--such as industrial and transportation--become almost prohibitive to construct. At 20 to 50 percent slopes the hazards and problems become greater with very selective development taking place. At over 50 percent slope, development on any large scale is almost prohibitive. A slope map can be found as Appendix C on page 34.

Columbia City is virtually ringed by slopes in excess of 20 percent. These include the steep river bank that runs the length of the City; the steep slopes south of "G" Street and directly west of the highway; and the formidable inclines that skirt the western limits of the City from "E" Street north, including the ravine formed by the course of McBride Creek. Also of concern are areas east of Fourth Street in the southern part of the City and River Club Estates, the lots west of Ninth Street in Riverview Heights subdivision, and lots west of Fifth Street between "K" and "G" Streets.

2. Soils: The two soil associations that underlie most of the level section of the City have very little limitations for development. These are the Latourell and the Multnomah, both of which have slight to moderate limitations for septic tank, building foundations, and roads. The Aloha and Huberly associations have severe limitations. The growth of the City based on soil capabilities would naturally extend north from the present City center (west of the Columbia River Highway) along the flat to moderately-sloping Latourell and Multnomah silt loams.

3. Fault Activity: A report on the earthquake potential has pointed out there is a fault zone extending from near the coast north of Astoria through Portland and into Central Oregon. This fault zone appears to have up to 40 km of right lateral offset and a potential length of from 100 km to 300 km. With this potential length, and being in line with a recognized fault zone (Brothers - Hapton Fault Zone), there is the potential for an earthquake in the vicinity of Columbia City with a magnitude as high as 8. However, the frequency of occurrence of this (theoretical) earthquake would be once in 300 to 600 years.

The Oregon Department of Geology and Mineral Industries (DOGAMI) has prepared a map titled "Relative Earthquake Hazards" for the Columbia City area. The hazard zones shown on the map are based on the combined effects of ground shaking amplification, liquefaction and earthquake induced land landsliding. According to this map, a portion of Columbia City located west of Highway 30 has a low to intermediate hazard rating. A copy of the map is available for review at City Hall.

4. Flooding: The U.S. Army Corps of Engineers has compiled flood plain information for the Columbia River and McBride Creek. This information can be found in the flood insurance rate maps on file at City Hall.

5. Groundwater: Excessive groundwater is not a problem in Columbia City. The soils, for the most part, are well-drained silt loams that do not retain water, and construction of foundations has not been impeded to date.

6. Other Hazards: Columbia City is subject to other hazards, such as a railcar derailment, oil spills in the river, ship explosion (main ship channel very close to shore), accident at the nearby chemical plant, and an accident or fire at the industrial site. Previously, the City was within the ten-mile Trojan Nuclear Power Plant Emergency Planning Zone. The Trojan facility has ceased operations and many of the hazardous materials have been removed from the site. However, the fuel rods are currently in dry storage at the Trojan site. The City is also within 35 miles of Mount St. Helens, an active volcano.

F. RECREATIONAL NEEDS [State Goal No. 8 - To satisfy the recreational needs of the citizens of the state and visitors and, where appropriate, to provide for the siting of necessary recreational facilities, including destination resorts.]

The geographic location of the City provides a natural environment for the enjoyment of outdoor recreational activities. The marinas in the area, as well as the county parks, provide some recreational opportunities. Most recreational activities available to City residents take place outside Columbia City.

The major recreational opportunities in, or near, the City include: a public golf course west of St. Helens; the Columbia County Fairgrounds, which hosts the annual Columbia County Fair and various 4-H and FFA activities; active gun clubs, pistol and shotgun ranges located outside the City; the Columbia River, which offers some of the finest fishing in the state (many local residents are quite active in this outdoor sport); and a local commercial recreational facility.

The City adopted its first Parks Master Plan, which is dated September 6, 2001, and is attached and incorporated into this Comprehensive Plan by reference. A Parks Systems Development Charge (SDC) is assessed when building permits are issued. The City currently owns 4.55 acres of park land. 4.27 acres are undeveloped and .39 acres are developed. Because the existing park land is currently not large enough nor contiguous so as to facilitate a flat open space development, the City's primary objective is the acquisition of suitable park property. The property would then be developed at a later date. In the Parks

Master Plan, there is a discussion regarding the City obtaining title to a 13.3 acre parcel owned by the City of St. Helens. That parcel has since been purchased by a private party and the majority of the site is likely to be developed as private residences.

There is an established bike path throughout the City. The Rutherford Road Parkway connects the City's bike path to the City of St. Helens. The Rutherford Road Parkway was constructed with grant money given to Columbia County, St. Helens, and Columbia City. The bike path is jointly maintained by the two cities.

The City of Columbia City contains the following recreational sites:

1. The Columbia City Elementary School playground--the City block bounded by First, Second, "F," and "G" Streets containing 1.92 acres. The school grounds offer a playground equipment, a track, and open space for field games for use by the public. Little League and soccer programs are available each year.
2. Ruth Rose Richardson Park, containing .46 acres, and Pixie Park, containing .31 acres, are owned by the Daughters of the American Revolution and located along "I" and The Strand Streets. These small, privately-owned parks are open to the public.
3. Municipal owned Park sites:
  - a. Columbia City Bike Path: a 5.39 acre strip developed as a bicycle, jogging and walking path which provide a link to the City of St. Helens and other proposed recreational trails.
  - b. Bundy Memorial Park: A 2.86 acre plot of ground between "E" and "C" streets also adjacent to the west side of the Highway and containing mature trees. This site could provide a picnic area with the addition of parking or a fitness trail adjacent to the bike path.
  - c. Harvard Park: a .39 acre parcel of land along the west side of Sixth Street between Penn and Calvin Streets, which has been developed as a neighborhood park with playground equipment and open space.
  - d. K Street site: a .39 acre undeveloped parcel located on the site of the St. Helen's water facility. While the site is located on the waterfront, the terrain is steep and the site is very narrow and not suitable for a boat launch.

e. H Street site: a .14 acre undeveloped parcel located on the waterfront that may be suitable for a picnic area and fishing dock. The site contains steep slopes to the water and is not suitable for a boat launch.

f. Water Tank Site: a .88 acre natural wooded area with views of Mt. St. Helens, Mt. Adams and the Columbia River. This parcel may serve as a future link to the McBride Creek Greenway and a viewpoint with picnic areas. Topography is steep.

Potential future recreational sites identified in the Parks Master Plan include developing public facilities at Trestle Beach which is located at the confluence of McBride Creek and the addition of a trail along the river and fishing dock on the Port of St. Helens property adjacent to the river.

G. ECONOMIC DEVELOPMENT [State Goal No. 9 - To provide adequate opportunities throughout the state for a variety of economic activities vital to the health, welfare, and prosperity of Oregon's citizens.]

Columbia City is predominantly a residential community. Most City residents work outside the City. Many Columbia City residents are employed by the following major employers in Columbia County: Boise Cascade Corporation, Friesen Lumber Company, Pacific Western Forest Industries, Inc., Coastal Chemical Plant, Armstrong World Industries, and the St. Helens School District. Approximately 30 percent of those working are employed outside of Columbia County.

There is currently a vacant building zoned commercial at the corner of Second and "I" Streets. A convenience store with gas pumps is located on Highway 30 adjacent to an undeveloped, 2 acres commercial site at Columbia River Highway and "A" Street. An athletic club, zoned commercial/recreational, is located on "A" Street.

The Columbia City Buildable Lands Inventory and Needs Analysis identifies a need for an additional 7.4 acres of commercial property. Because the visibility and access provided by Highway 30 is important to the success of many commercial enterprises and there is no vacant land within the existing urban growth boundary that provides these, an expansion of the urban growth boundary is necessary to provide additional commercial property. There is no available land to the south of the existing UGB on either the east or west side of Highway 30. To the north, land on the east side of the Highway is negatively impacted by the Pacific Western railroad right of way. To the north on the west side of the Highway, is a flat, vacant field. The south border of this site is the City's current urban growth boundary where property designations are being

amended in this plan update to support development of multi family dwelling units and manufactured home parks. The south border of this site is the Coastal Chemical Plant. Existing zoning is RIPD. Designating 7.4 acres Commercial provides a buffer between the residential and industrial uses.

The existing industrial site, owned by the Port of St. Helens, offers access to the Columbia River Highway, rail service, and a deep water dock. The consensus of the City's residents is that uses providing jobs should be developed in a controlled, orderly manner and should be clean and unobtrusive. Residents have expressed interest in and support for exploring the commercial development of the river attraction. The Columbia River could be the focus for a tourist or recreational industry. Therefore, particular care must be given to protecting portions of the riverfront best suited to public and non-industrial uses from encroachment by industrial development.

Columbia City has chosen to participate in the St. Helens/Columbia City Enterprise Zone. The industrial zone includes approximately 93 acres on the Columbia River.

General aviation service is available in Scappoose; and the Portland International Airport is located on the east side of that City, about 45 miles from Columbia City.

#### H. HOUSING [State Goal No. 10 - To provide for the housing needs of citizens of the State.]

1. Population: The population of Columbia City grew slowly for many of the last forty years. From 1950 to 1985, the City increased by an average rate of 17 people per year. After 1985, the City experienced a much faster growth rate.

Factors contributing to this increased growth included improvements to the Columbia River Highway and the installation of the city-wide sewer system. Further improvements to the Highway occurred in the late 1990's and population continued to grow.

In 2003, the City updated its Comprehensive Plan population projection based on the historical 4% annual growth rate and the 2000 census. At that time, the City projected a total of 2,871 persons in 2020.

In 2009, Columbia County updated the Columbia County population forecast based on population forecasts provided by Portland State University. In accordance with OAR 660-024-0030, which states "Cities must adopt a 20 year population forecast for the urban area consistent

with the coordinated county forecast”, the City has adopted the relevant portions of the Columbia County Population Forecast<sup>1</sup>.

The forecast projects that the growth rate will slow from 4.6% in 2000 to 1.0% in 2030 resulting in a total population of 2,532 by 2030. Further, a reduction in average household size is projected from 2.55 persons per dwelling unit in 2010 to 2.43 persons per dwelling unit in 2030.

In updating the projected housing needs, the City has averaged the reduction in persons per dwelling unit and is basing its current analysis on 2.5 persons per dwelling unit, the average of the household sizes projected for 2010 and 2020.

2. Housing Needs

Existing population in 2000	.....	1571
Projected population in 2030	.....	2,532
Estimated average household size.....	2.5 persons/du <sup>2</sup>	
Total dwelling units needed	.....	1013 units
Dwelling units in 2000	.....	611 units <sup>3</sup>
New housing units needed	.....	402 units

In 2003, the City analyzed historic growth patterns, increased the average density for multi family and manufactured homes in parks and projected that average density for single family dwellings would decrease slightly as the existing in-fill lots were developed. Based on the 2003 projection of needed housing<sup>4</sup>, current housing types have been updated as follows:

<sup>1</sup> Population Forecasts for Columbia County Oregon, its Cities & Unincorporated Area 2010 to 2030, prepared by Portland State University, February 2008.

<sup>2</sup>Page 14, Columbia County Oregon Population Forecasts 2010-2030, Portland State University Population Research Center based on average of 2010 and 2020 average household size.

<sup>3</sup> Columbia City Buildable Lands Inventory and Needs Analysis, Final Report, May 29, 2001.

<sup>4</sup> Appendix F, Columbia City Comprehensive Plan

### 2009 Projected Needed Housing Types

Type of Housing	Percent of All Units	Total Units	Average Density	Acreage for Residences	Acreage for Roads/ Utilities	Total acreage needed
Single Family/Duplex*	76%	306	5 du/acre	61.2	12.2	73.4
Multi Family	17%	68	10 du/acre	6.8	1.4	8.2
Manufactured Homes in Parks	7%	28	8 du/acre	3.5	0.7	4.2
<b>Total</b>	<b>100%</b>	<b>402</b>		<b>71.5</b>	<b>14.3</b>	<b>85.8</b>

\*Includes manufactured homes on individual lots and single family attached.

### 3. 2003 Urban Growth Boundary Expansion

The Columbia City Buildable Lands Inventory and Needs Analysis<sup>5</sup> indicated there were 56.0884 acres available in the urban growth boundary for residential development. Of this 56.0884 acres, 4.164 acres were zoned non-residential and 2.996 acres, projected to provide 12 dwelling units<sup>6</sup>, was located west of McBride Creek on land containing slopes exceeding 25% and having no existing access or public services. This acreage was subtracted from the available acreage. The remaining 48.9284 acres was projected to provide 212 dwelling units including 202 single family and 10 multi family dwelling units.

In 2003, the urban growth boundary was expanded to include adequate acreage to provide 99 single family dwelling units in a manner that addressed the needs identified in the Columbia City Transportation System Plan and the Columbia City Parks Master Plan and the constraints imposed by the topography adjacent to the City's existing urban growth boundary. While the 2003 expansion addressed the need for additional single family/duplex units, the City was unable to include properties that would be appropriate for multi-family development and for manufactured home parks because of the topographical constraints on all properties surrounding the City. Those constraints remain.

---

<sup>5</sup>A complete copy of the Columbia City Buildable Lands Inventory and Needs Analysis is available for reference at the Columbia City Hall.

<sup>6</sup>Columbia City Buildable Lands Inventory and Needs Analysis, page 57

### 2009 Projected Additional Dwelling Units Needed

Type of Housing	Percent of All Units	Total Units Needed	Units included in 2003 Expansion	Additional Units Needed
Single Family/Duplex*	76%	306	301	5
Multi Family	17%	68	10	58
Manufactured Homes in Parks	7%	28	0	28
<b>Total</b>	<b>100%</b>	<b>402</b>	<b>311</b>	<b>91</b>

\*Includes manufactured homes on individual lots and single family attached.

#### 4. 2009 Urban Growth Boundary Expansion

In 2003, the City analyzed all properties surrounding the urban growth boundary. Based on that analysis, the City expanded the urban growth boundary to include what was believed to be all of the remaining properties adjacent to the existing urban growth boundary where the topography and natural features would permit efficient and economic provision of municipal services.

In 2009, the City was made aware that those two small parcels adjacent to the northwest corner of the urban growth boundary appropriate for a limited number of single family dwellings and for a significant extension of the McBride Creek Recreational Trail. The first parcel, identified on Columbia County Tax Map 5121 at Tax Lot 200, contains approximately 4.4 acres and is currently zoned Surface Mining (SM). The second parcel, identified on Columbia County Tax Map 5121 as Tax Lot 417, contains approximately 1.6 acres and is currently zoned Forest Agriculture (FA-19).

The SM parcel is not identified as a resource in the Columbia County surface mining inventory and is too small to be economically useful in accordance with the zone. The FA-19 parcel is too small to be economically useful in accordance with the zone. Further, both properties are located between McBride Creek and the existing urban growth boundary. Neither of the properties are separated from the urban growth boundary by steep slopes. Two City streets provide direct, existing access to the properties. Municipal water service had previously been provided to a mobile home located on the SM property.

Columbia County and the City of Columbia City adopted the revised population forecast and the City determined that a need existed for

additional single family dwelling units. The City finds that the addition of these properties to the urban growth boundary addresses the need for single family dwelling units. Further, the addition of this property provides 1,800 feet of the McBride Creek Recreational Trail and approximately 4 acres of park and open space benefitting the citizens of Columbia City.

There are 12 acres of non-resource land adjacent to the Columbia City UGB. They are located west of the existing UGB and west of Ninth Street and they continue to be unsatisfactory for development at urban densities due to the slopes greater than 25%, visual indications of previous earth movements, and cost prohibitions and technical limitations to the provision of municipal services. Further, the GIS overview map of potential rapidly moving landslide hazards in Western Oregon appears to include these properties. There are no other non-resource lands adjacent to the Columbia City UGB. Therefore, it is necessary to consider resource lands in this expansion of the urban growth boundary.

The properties surrounding the existing urban growth boundary were identified and reviewed for possible inclusion in the urban growth boundary. The analysis, which includes a two page table and two maps, follows. The only properties that were determined to be suitable for urban development were Tax Lots 5121-00-00200 and 5121-00-00417.

The City finds that, with the expansion of the urban growth boundary to include Tax Lot 5121-00-00200 and 5121-00-00417, there will be no other properties adjacent to the Columbia City urban growth boundary where the topography and natural features permit efficient and economic provision of municipal services. On the north side, the Columbia City urban growth boundary abuts Columbia County properties with existing mining and industrial uses. The south urban growth boundary line is separated from the City of St. Helens by a marshy wetland. The east urban growth boundary is formed by the Columbia River. On the west, there are significant topographical constraints. The USDA soil conservation service map, sheet 31, indicates a band of soil type 70 E. According to the soil legend, 70 E is Xerochrepts, steep. This band runs parallel with Columbia City on the west side of McBride Creek. Xerochrepts are very deep, somewhat poorly drained to well drained soils on short terrace escarpments. Slope is 20 to 50 percent. Further, the GIS overview map of potential rapidly moving landslide hazards in Western Oregon appears to include these properties. These properties were not suited to development at urban densities in 2003 and there has been no change.

The City will continue to work with Columbia County to amend population projections in a manner that addresses the City's limited capacity for

growth. Additionally, the City permits and encourages dwelling units on the second story of commercial structures in the commercial zone and accessory dwelling units as methods of increasing housing.

5. 2015 Zone Change

An analysis of impacts on previous projected additional dwelling units was completed in response to an application for a zone change from R-2, moderate density residential to R-3, high density residential, for approximately 1.3 acres.

**2015 Projected Additional Dwelling Units Needed**

Type of Housing	Percent of All Units	Total Units Needed	Available Prior to 2015 Zone Change	Available After 2015 Zone Change	Additional Units Needed
Single Family/Duplex	76%	306	306	300	6
Multi Family	17%	68	10	23	45
Manufactured Homes in Parks	7%	28	0	0	28
Total	100%	402	316	323	79

At an average of 5 dwelling units per acre, the rezoning of 1.3 acres from R-2, moderate density residential to R-3, high density residential creates a need for six (6) additional single family/duplex units to maintain 76% of all housing as single family/duplex. Historic constraints on further expansion of Columbia City urban growth boundary as a method of addressing the projected need continue to exist.

The City has based its projected housing need for single family/duplex on an average of 5 dwelling units per acre because the existing housing inventory, as included in the 2001 Buildable Lands Analysis, does not delineate between single family residences (approximately 4 dwelling units per acre) and duplexes (approximately 8 dwelling units per acre). The City has recently identified several single family residences that have been functioning as “duplexes” or “accessory dwelling units” for extended periods of time and, with updated projections based on a more complete inventory, may find that need for single family/duplex housing is adequately addressed. In the future, the City anticipates seeking funding for an updated housing inventory more clearly identifying the actual inventory and updating the housing needs analysis. The City will also

continue to work with Columbia County to insure population projections address the City's limited capacity for growth.

The addition of 1.3 acres of R-3, high density residential zone reduces the projected need for additional multi-family housing from 58 units to 45 units. The City finds that the accessory dwelling unit provisions adopted by the City in 2014 can be reasonably expected to address an as yet undefined percentage of housing. Additionally, the City permits dwelling units on the second story of commercial structures in the commercial zones as a method of increasing multi family dwelling units.

[Section H amended by Ordinance No. 10-661-O June 18, 2010 and by Ordinance No. 15-693-O November 15, 2015]

I. PUBLIC FACILITIES AND SERVICES [State Goal No. 11 - To plan and develop a timely, orderly, and efficient arrangement of public facilities and services to serve as a framework for urban and rural development.]

1. Water: Historically treated water has been purchased wholesale from the City of St. Helens. The connection is located on Highway (Hwy) 30 by L Street. In 2007 the City brought PW-2 well into production with the hopes of becoming self sufficient, but flow rates have been less than anticipated and the City still must rely on the City of St. Helens when the well is down for maintenance or to meet peak summer time demands when well capacity is at its lowest and demand is highest. In 2010, the well was capable of producing a sustainable summer time flow of only 115 gallons per minute (gpm). Improvements to the well including a rehabilitation effort to remove biofouling, lowering the well pump, and connecting the other smaller PW-1 well to the system is projected to yield a sustainable minimum summer time flow of 215 gpm.

**Historical Water Usage and Demand Projections<sup>7</sup>**

<b>Year</b>	<b>Population</b>	<b>Total Annual Consumption</b>	<b>ADD (gpm)</b>
2009	1,934	62,455,404	120
2010	1,979	56,681,353	109
2011	2,025	53,120,821	102
2012	2,053	60,397,207	117
2022	2,346	69,016,974	133
2032	2,580	75,901,020	146

---

<sup>7</sup> City of Columbia City Water System Master Plan

Columbia City has water rights totaling 600 gpm for PW-1 and PW-2 wells. The City additionally has water rights for 750 gpm for a well not being utilized due to poor water quality located at the K Street Reservoirs site.

Columbia City has three storage reservoirs: Upper Reservoir, a 0.2 MG Welded Steel reservoir constructed in 1984; K Street 1, a 1.0 MG Concrete reservoir constructed in 2003; and K Street 2, a .2 MG Welded Steel reservoir constructed in 1979.

2. Sewage: Columbia City does not have any treatment facilities. All wastewater is pumped to the City of St. Helens system for treatment and disposal. The conveyance system is composed of gravity sewer lines, pump stations, and force mains encompassing over 16 miles of pipeline. The system is relatively new with the majority of piping installed in the 1992 initial City wide sewerage effort and followed by additional improvements to serve new land developments. The original sewer system was designed to be a septic tank effluent system with small diameter mainlines laid at minimum depth of 4 feet and shallower grades than is typically used for sewers that receive direct flow. Some areas of town do not have septic tanks and are serviced by direct flow of the sewage to the collection system.

Currently, there are approximately 811 sewer connections. 283 of these connections are direct flow into the sewer collection system, while the remaining 528 connections share 475 septic tanks (418 concrete and 57 steel). There are also 23 small sewer pumps to overcome elevation problems. All wastewater is pumped to the City of St. Helens for treatment via a 6-inch diameter force main. Two pump stations, the K Street (St.) and the River Club Estates (RCE) pump stations, are connected to this force main. The two other pump stations, the Pixie Park and Forest Park pump stations, pump flows from lower elevations to points in the system where it then flows by gravity to the RCE Pump Station.

**City Wide Historical and Projected Flow Rates<sup>8</sup>**

<b>Year</b>	<b>Population</b>	<b>Flow (MG)</b>	<b>Avg Daily Flow (MGD)</b>	<b>Per Capita Flow (gpcpd)</b>
2007	1,847	36.1	0.099	54
2008	1,890	37.9	0.104	55
2009	1,934	36.7	0.101	52
2010	1,979	34.3	0.094	48
2011	2,025	41.4	0.113	56
2012	2053	40.6	0.111	54
2022	2346	46.4	0.127	54
2032	2580	51.0	0.140	54

MG – million gallons; MGD – million gallons per day; gpcpd - gallons per capita per day,

Additional collection piping will be needed to accommodate new developments. In the south area, the majority can be served by gravity sewer to the K-St. pump station. The exception to this is approximately 2.5 acres in lower elevation portion on the extreme south end that will require a pump station or individual pumps. The area should be designed as a direct flow area without septic tanks.

Vacant land located between H St. and I St. and west of 6th St. contains approximately 28 acres and has the potential for 33 additional homes. Since most of this area slopes to the northeast, this area could initially be most easily served by connecting to the existing 4-inch lines located on G St. and at 6th St. and E St. If the City does not want this area to be developed with septic tanks, then an 8-inch gravity sewer line that could accommodate direct flow sewage would need to be constructed by the City on E St. from 6th St. down to the existing 6-inch sewer line, west of Highway 30. For areas on the west facing slopes towards McBride Creek, a pump station will be required. It is currently recommended that flows from this pump station be pumped to the gravity sewer system at the corner of I St. and 9th St. so that no additional septic tanks are needed since that part of the existing sewer system is already able to accommodate direct flow sewage.

Sewer service to the industrial lands will be largely dependent on the location and type of facilities proposed.

3. City Personnel: The City maintains a permanent staff of five full-time employees--an administrator/recorder, planning commission secretary, public works superintendent, and two public works/utility workers. In addition, there are eleven part-time employees: an accounting clerk, a court clerk, a chief of police, a police sergeant, six

<sup>8</sup> City of Columbia City Wastewater Collection System Facility Plan

police officers, and a judge. The City has an attorney, a planner and an engineer on a retainer basis. A building official and plumbing inspector is hired on a contract basis. Other part-time labor is hired as needed especially during the summer months. There are also two volunteer reserve officers.

4. Financing of City Government: The City will need to expand its public services to keep pace with the projected population growth. Voters approved a general operating tax base increase in May of 1992. When Oregon voters approved Ballot Measure 50 in May of 1997, the City's tax base was replaced by a permanent tax rate of \$1.1346 per thousand dollars of assessed value. The City will continue to pursue income from other sources in an effort to keep property taxes down. Currently there are only a few commercial and little industrial activities within the City.

5. City Facilities: City facilities include the City Hall at 1840 Second Street, the City Shop and Public Works office on Second Place between "J" and "K" Streets and the Community Hall at the corner of Second and "I" Streets.

6. Police and Fire: Police protection is provided by a part-time chief of police, a part-time police sergeant, six part-time police officers, and two volunteer reserve officers with backup from the Columbia County Sheriff's Department and the State Police. The Columbia River Fire and Rescue District provides fire protection for the City. A rural fire substation is located on Highway 30 and "G" Street. City residents can call 9-1-1 for emergencies.

7. Schools: The Columbia City Grade School enrolls children from kindergarten through fifth grade. It is one of four grade schools in the St. Helens School District. Enrollment in the St. Helens School District has shown a gradual, but steady, increase in students. This situation is reflected in the Columbia City Grade School also. There were 249 students enrolled in 2001.

The school building was remodeled and expanded in 1999 in a manner that retained the historical character of the original building. A gymnasium and library were added during the expansion. The library is also open to the public on a part-time basis.

8. Medical Care: Medical care is available in St. Helens. The St. Helens Hospital closed in the summer of 1990; but on December 1, 1991, an urgency care clinic reopened. The urgent care clinic is being managed by Legacy Hospital of Portland and has been named the Legacy Urgent Care Clinic.

9. Churches, Lodges, and Service Uses: The Four Square Goaspel Church, Columbia City Post Office, Columbia City Community Hall, Caples House Museum, the Port of St. Helens Administrative Office, Columbia City Sports and Recreation Club, and Columbia City Grade School and Library complement the residential character of the community and have been integrated into the community framework. The other service uses are the Oregon State Forestry offices and the Columbia River Fire and Rescue District substation. These services are located along the Columbia River Highway.

10. Storm Water Runoff: In the past, storm water runoff had been a problem in parts of the City. These areas were identified, and steps were taken to correct the problems. The City's storm drain system consists primarily of dry wells and catch basins. The Columbia City Development Code has provisions for handling water runoff.

11. Solid Waste: Columbia City is served by a franchise hauler who provides curbside garbage and recycling services. The transfer station in St. Helens is also available for solid waste and recycling services.

J. TRANSPORTATION [State Goal No. 12 - To provide and encourage a safe, convenient, and economical transportation system.]

1. Motorized Transportation: School buses serve the needs of the local school district.

COLCO Transportation is a nonprofit corporation operated by the Columbia County Council of Senior Citizens and has provided transportation services since 1969. Some of their vans are equipped with wheelchair lifts, and they are able to accommodate handicapped persons (if accompanied by another person). Their services are not limited, however, to the elderly and/or handicapped. COLCO does not have a regular schedule of service in Columbia City; dial-a-ride service is available for a small fee.

While Columbia City is anticipated to continue growing in population, it is not anticipated that the community will need or be able to justify an intra-city fixed-route transit system. Instead, it is likely that COLCO will need to expand operation of its current local dial-a-ride service.

The greatest percentage of users of the bus systems in Columbia County are the transportation disadvantaged. These are people who, for a variety of reasons, have difficulty in moving about under the current system with its strong orientation toward the use of the private automobile.

"Transportation disadvantaged" refers to those individuals who have

difficulty in obtaining transportation because of their age, income, or physical or mental disability.

Motor freight service and United Parcel Service (UPS) are available.

2. Bicycle and Pedestrian Transportation: Bicycle and pedestrian transportation are energy-efficient forms of transportation; however, the wide distribution of services and jobs and the distances between the towns are limiting factors.

Columbia City received county funds for the development of a bicycle path at the north end of the City. A mile-long path was constructed in 1983. A bike route is also designated along the City streets on the east side of the City. This path is routed from the Columbia River Highway east on "E" Street to The Strand, where it travels south to "I" Street, on "I" Street to Second Street and south again down Second Street to "L" Street, and on "L" Street west to Fourth Street, where it connects to the Rutherford Road Parkway at the southern City limits.

Rutherford Road Parkway was constructed in 1986 and extends to St. Helens. It runs parallel to (and between) the Columbia River and the Columbia River Highway. It was a joint project undertaken with state grant moneys obtained by Columbia County and the Cities of St. Helens and Columbia City. Columbia County administered the grant; the two cities share in the continued responsibilities of maintenance.

As part of the Highway 30 reconstruction project, a bicycle path was reconstructed adjacent to Highway 30 north of "E" Street and extended to the northern edge of the city. Completion of this project provides a continuous bicycle route along the entire length of the City.

Currently, there are no designated bicycle routes or facilities in the residential areas west of Highway 30. Residential growth is anticipated to continue to increase in this area, thus creating more automobile traffic and increasing the demand for designated safe bicycle routes. There is also a limited amount of public bicycle parking and storage around the City. Secure and convenient parking is needed as part of the process to make bicycle travel a viable transportation alternative.

The City has a limited amount of sidewalks and lacks a connected and continuous pedestrian system. Improvements are needed to complete the Pedestrian Plan (Appendix D) to enhance pedestrian safety and support walking as a viable alternative for short distance automobile trips inside Columbia City.

3. Highway: The Columbia River Highway has been designated as an Access Oregon Highway leading to Astoria and the coast. The Columbia River Highway is the regional arterial serving lower and upper Columbia City and the majority of through trips to and from the lower Columbia River region. The Columbia River Highway is five lanes wide, with one lane serving as a left-turn refuge and/or parkway. There are eight accesses from the Highway to Columbia City. Pacific Street provides access to the residential area in the northwest part of the City and to the industrial property in the northeast portion of the City. There is a signalized intersection at "E" Street. This light accommodates pedestrian, bicycle, and vehicular traffic in accessing and crossing the Highway. "L" and "I" Streets provides access to the south portion of the City.

4. Streets and Roads: There are approximately 11.35 miles of platted City streets. The Columbia River Highway, the regional arterial, is 1.6 miles in length, dissecting the City in a north/south line. The platted widths of the streets are 50, 60, 70, or 80 feet. Most streets are paved. The City streets are maintained through the revenues received from the state gas tax fund and through federal and state grants on occasion. The streets are primarily local streets, except for Second, Sixth, "A," "E," "I," "L," and Pacific Streets, which function as collectors by channeling traffic to the Columbia River Highway. A streets map showing arterial, collector, and local streets is included as Appendix E.

5. Rail Transportation: The Portland Western's, Portland to Astoria line, passes through Columbia City. There is a spur line serving the Port's industrial property.

6. Waterborne Transportation: Columbia City's eastern corporate limits extend to the center of the Columbia River. A significant amount of ship traffic passes by the City. Barge loading is available at the Port of St. Helens' facility. Pleasure boats comprise the remaining marine activity with some private docks and ramps in the City itself.

7. Air Transportation: The nearest air transportation facility is in Scappoose. Heliports are available for emergencies at the Oregon State Forestry facility in Columbia City and the Legacy Urgent Care facility in St. Helens.

8. Gas Line: A high-pressure gas transmission line runs through the City. It is located on the west side of the highway at the northern end of the City. It crosses the highway at "E" Street (on the north side). It runs from "E" Street to "L" Street on the west side of Third Street--where it travels west one block on the north side of "L" Street to Fourth Street. It

continues on Fourth Street and follows the Rutherford Road Parkway as it extends to the south and to the City of St. Helens.

K. ENERGY CONSERVATION [State Goal No. 13 - To conserve energy.

One electric company serves the City and offers weatherization plans. The gas company serving the City also offers weatherization programs. Community Action Team provides a weatherization program for low-income persons.

The City received a housing rehabilitation grant from the Community Block Grant program, which has helped some of the City's residents upgrade since 1990. The housing rehabilitation grant is being administered by Community Action Team and will continue to serve property owners within the City as funds are returned to this program and are disbursed to others.

Other elements of this plan indicate several methods by which the City is responding to the need to conserve energy. Adherence to the Uniform Building Code to maintain proper insulation of homes is effective in the conservation of energy. Encouraged infilling of vacant lots within the existing City limits will save energy by reducing the costs of constructing and maintaining additional public services. The development of alternative energy sources, such as solar energy, will be supported by the City. One air generator has been approved in the City; however, future approvals should be reviewed carefully. Energy-efficient sodium vapor streetlights are being used.

The garbage franchise hauler makes bi-monthly curbside pickups of various recyclables.

L. URBANIZATION [State Goal No. 14 - To provide for an orderly transition from rural to urban land use.]

Columbia City desires to manage growth so that it can be assimilated and properly served with appropriate urban services and facilities. The City intends to provide orderly, efficient and cost effective urban services to support development of the buildable lands presently located within the current City limits before allowing future annexations.

In order to allow annexation, there must be sufficient system service capacity (water and sewer) to serve all buildable lands inside the City, plus the proposed annexation area. Service System Capacity includes both the treatment and collection for supply and both the supply and distribution for water based on the density allowed by the various land use designations. No reserve system service capacity necessary to serve the existing City limits shall be allocated to serve an area proposed for annexation.

Generally, the City policy is to wait for property owners to contact the City. However, if annexation of a specific site is beneficial in efficient provision of urban services, the City may choose to approach the property owner. Each case will be considered on its own merit.

### **III. GOALS AND POLICIES**

#### **A. CITIZEN PARTICIPATION**

The City policy shall be to:

1. Provide the opportunity for citizen involvement in the planning process. The process includes workshop meetings and public hearings to discuss inventories, identify needs, formulate goals and objectives, consider alternatives for citizen involvement in the review, and recommend revisions to the implementing ordinances.
2. Continue a viable planning process to ensure that citizens can continue to be involved in the land use decision-making process and to allow for plan changes according to public opinion and changing circumstances.
3. Publicize the opportunities for citizen involvement by the following methods:
  - a. The City shall post notices of Planning Commission meetings, outlining the date, time, place and topics to be discussed on a public bulletin board within the City.
  - b. When appropriate, the City shall publish notices in a local newspaper. One newspaper of general distribution in the area is The Chronicle. The paper has indicated a willingness to publish articles announcing meetings and general discussions of Planning Commission topics, including any decisions that are rendered.
  - c. The City mails a City newsletter every month. Opportunities for citizen involvement will be included in the newsletter whenever possible.
  - d. The City posts information on its website and e-mails updates to a list of interested citizens.
4. Provide technical assistance to the Planning Commission by a planning consultant retained by the City. In addition, technical assistance is available from the City Recorder's office. The Columbia County

Planning Department has also indicated a willingness to assist in the planning process and to provide assistance to interested citizens.

## B. LAND USE PLANNING

The goal of the City is to establish a land use planning process and policy framework document (comprehensive plan) as a basis for all decisions and actions related to use of land and to ensure an adequate factual base for such decisions and actions.

The policies of the City shall be:

1. To update the comprehensive plan at least every ten years to ensure that it remains consistent with local issues and concerns. The City may also make amendments, as needed, to remain consistent with state and federal laws and administrative rules.
2. Involve citizens and affected local, state, and federal agencies in the comprehensive plan update process.
3. Coordinate with Columbia County to monitor population growth as compared to official county and state estimates and allocations and to address the City's limited potential for future growth.
4. Manage the availability of adequate vacant land within the UGB.
5. Modify existing ordinance and/or draft new ordinances, guidelines and other measures as needed to implement the provisions of the comprehensive plan.
6. Adopt procedures and criteria for reviewing applications for plan amendments which are submitted for adoption between major plan updates. Any adopted procedures and criteria will be in compliance with all applicable local and state requirements.
7. Continue to seek funding to support increased City participation in coordinated planning efforts with Columbia County, the City of St. Helens and affected state agencies.

## C. OPEN SPACES, SCENIC AND HISTORIC AREAS, AND NATURAL RESOURCES

1. Historic and Scenic Areas: The policy is to highlight Columbia City's role in the development and preservation of Columbia County

through preservation of scenic and historic sites. The City policy shall be to:

- a. Protect the scenic views through enforcement of the Columbia City Development Code
- b. Encourage the preservation of the Caples House Museum and the McVey House in their original character. The City will require a review process for any exterior alteration of these structures to determine if the proposed work would destroy or adversely affect a significant historic architectural feature.
- c. Coordinate and cooperate with state and county agencies and other historical organizations providing funding for a continuing program of inventorying, cataloging, and preserving historic structures and sites in Columbia City, including the Lewis and Clark Trail.

2. Natural Resources - Fish: The City policy shall be to:

- a. Review residential, commercial, and industrial proposals for potential impacts on the water quality and fish resources which exist in McBride Creek and the Columbia River and require mitigation consistent with state statute.
- b. Cooperate with the Oregon Department of Forestry and Oregon Department of Fish and Wildlife in minimizing the impacts of any development along McBride Creek.

#### D. AIR, WATER, AND LAND RESOURCES QUALITY

The policy of the City shall be to:

1. Require developers to use erosion control measures including the re-vegetation of construction sites.
2. Establish a planting program to help reduce levels of noise and air pollution, protect drainageways, and provide cover for wildlife populations.
3. Cooperate with county, state, and federal agencies in environmental efforts.
4. Review residential, commercial, and industrial proposals for potential degradation of air, land, and water quality.

5. Ensure that future developments possess adequate on-site and off-site storm water drainage.

6. Support recycling.

E. AREAS SUBJECT TO NATURAL DISASTERS AND HAZARDS

The policy of the City shall be to:

1. Cooperate with state and regional authorities on area disaster plans.

2. Require engineering studies for development proposed in any slope hazard area. Slope hazard area shall be as defined in the Columbia City Development Code. [Amended by Ordinance No. 06-620-O, 7/2/06]

3. Require compliance with FEMA flood plain construction requirements.

F. RECREATIONAL NEEDS

The policy of the City shall be to:

1. Utilize available state and federal funds for acquisition and improvement of parks and bike paths whenever possible.

2. Acquire sites for needed future parks as far in advance as possible to avoid rising land costs and risks of having the land put to some other use.

3. Cooperatively involve private parties, the City, school district, and state and federal agencies in the development of local recreational resources.

4. Develop public access to the Columbia River at "H" Street .

5. Pursue the implementation of the bike plan, specifically attempting to loop the path at the north end of the City into the residential area on the west side of the highway (shown as Appendix B).

G. ECONOMIC DEVELOPMENT

The goal of the City shall be to diversify and improve the economy of Columbia City while preserving and promoting the City's quality of life and village atmosphere.

The policies of the City shall be to:

1. Preserve Columbia City's quality of life including village atmosphere, open space and recreational opportunities, urban bike and walking system, and beautiful natural setting and promote these attributes as an incentive for business development.
2. Participate with the Port of St. Helens, regional, state and federal agencies and private businesses to develop and implement plans to improve the diversity of the local industrial base.
3. Encourage a mix of development on the river front that is not prohibitive of recreational activities and consider updates to park master plans to encourage recreational activities.
4. Discourage "strip" commercial development along Highway 30.
5. Review and update ordinances to encourage commercial and industrial uses that are safe, environmentally sound and reflect the clean technology; minimize conflicts with adjacent residential uses; and maintain sufficient parking to accommodate their customers, workers, and loading requirements.
6. Maintain updated public facility and capital facility plans to ensure that projects intended for improving infrastructure for commercial and industrial areas are identified and listed for funding.
7. Develop pedestrian and environmentally friendly design standards for infrastructure including, but not limited to, landscaped drainage swales, back in angle parking and rain gardens.
8. Ensure availability of land in the urban growth boundary for diverse business development by providing a competitive short term supply of employment land.

[As amended by Ordinance No. 14-680-O 6/1/14]

#### H. HOUSING

1. The general housing policy of the City shall be to:
  - a. Maintain adequate zoning, land division, and building codes to help achieve the City's housing goals.

- b. Encourage and cooperate with interested agencies to improve substandard dwellings and cooperate with all efforts to provide an adequate economic mix of housing.
- c. Strive to provide services sufficient to meet the demand for housing so the City will not have to impose building moratoriums or impose other constraints which drive up building costs.
- d. Require developers to provide adequate public services with land division approvals.

2. Goal and Policies for the Single-Family Residential (R-1) Designation

The land designated single-family residential (R-1) is shown on the Comprehensive Plan map. The goal of the City for the R-1 designation is to establish conditions which will maintain attractive and convenient residential living typical of a single-family district.

The policy of the City for the R-1 designation shall be to:

- a. Require undeveloped public ways of record to be improved to applicable City standards as a condition of the issuance of building permits for lots that front these ways.
- b. Require developers to construct adequate public services before final land division approval is given.

3. Goal and Policies for the Moderate Density Residential (R-2) Designation

Duplexes and single-family dwellings are appropriate in this area. The land designated general residential (R-2) is shown on the Comprehensive Plan map. The goal of the City for the R-2 designation is to create conditions suitable for higher concentrations of people.

- a. Require undeveloped public ways of record to be improved to applicable City standards as a condition of the issuance of building permits for lots that front these ways.
- b. Require developers to construct adequate public services before final land division approval is given.

4. Goal and Policies for the Multi-Family Residential (R-3) Designation

Previously, the multi-family land use designation applied to approximately 13.5 acres, 10 of which were committed to single-family dwellings. These lands are not available for multi family development. This designation will be used to provide for a wider range of housing types at a maximum density of 10 dwelling units per acre. The goal of the City is to create conditions suitable for higher concentrations of people in close proximity to public services, transportation, and other conveniences.

The policy of the City for the R-3 designation shall be to:

- a. Review site and building plans to:
  1. Ensure sunlight and view for adjacent single-family homes is not blocked.
  2. Ensure ample open space for residents, ample off-street parking, and adequate access.
  3. Ensure the traffic carrying capacity of surrounding streets or the capabilities of other public services and utilities is adequate.
  4. Ensure sites are landscaped and outdoor storage is screened from dwelling units.

#### 5. Goal and Policies for the Manufactured Home Park (MHP) Designation

The manufactured home park land use designation is intended to allow a manufactured home park in the City near the intersection of the Columbia River Highway and Pacific Street as shown on the Comp Plan map. The goal of the City is to provide for a manufactured home park and comply with state legislation (ORS 197).

The policy of the City for the MHP designation shall be to:

- a. Include ample open space for residents, ample off-street parking, and adequate access.
- b. Ensure sufficient traffic-carrying capacity of surrounding streets and capabilities of other public services and utilities.
- c. Locate dwellings where undue noise or other factors will not interfere with residential living.

d. Screen and landscape the perimeter of the manufactured home park from other adjacent dwellings.

e. Ensure local ordinances comply with ORS 446.095 on manufactured home park standards.

#### I. GOAL AND POLICIES FOR PUBLIC LANDS (PL)

The purpose of the public lands zone is to delineate lands that are owned by public or semi-public entities and that are used, or have the potential to be used, for public or semi-public purposes such as schools, parks, and playgrounds. Land owned by the city, state, and county shall also be included in this designation. The goal of the City is to encourage dedication of lands for public use.

The policy of the City for the PL designation shall be to:

1. Recognize lands that are set aside for public use and encourage the maintenance and continuation of such uses.
2. Implement the Columbia City Parks Master Plan. The following shall be included:
  - a. Neighborhood parks on the west side of the City and public access to the Columbia River on the east side.
  - b. A looped bike path from the existing northern bike path into the northwest residential zone--along Pacific Street and as far north as possible.
  - c. Use of volunteer labor, as much as possible, for land clearing and park development work.

#### J. PUBLIC FACILITIES AND SERVICES

The policy of the City for public facilities and services shall be to:

1. Approve new developments only if provisions can be made for an acceptable level of public services--schools, roads, water, sewers, police, and fire.
2. Cooperate with other area jurisdictions to improve public facilities as the need arises, including solid waste disposal and sanitary sewage treatment.

3. Require developers provide on site storm drainage.

## K. TRANSPORTATION

The goal of the City is to implement the adopted transportation system plan in order to manage future transportation needs and prolong the useful life of the existing transportation system.

The policy of the City for transportation shall be to:

1. Complete and maintain a street inventory to establish priorities for upgrading them. Columbia City is presently involved in a program of maintaining existing local streets and upgrading collector streets. In order to ensure the best use of available funds, the Streets Committee will continue to inventory street paving needs on a yearly basis.
2. Overlay presently unpaved local and collector streets either through public funding (where possible) or through the formation of local improvement districts.
3. Minimize or eliminate rail and automobile conflicts.
4. Promote activities furthering traffic and pedestrian safety (such as signalized intersections and crosswalks), especially along the Columbia River Highway.
5. Require new development to plan, design, and develop street systems in accordance with the anticipated future land use and activity patterns in the area and the City, connecting new streets to existing streets by creating loops and eliminating dead-end streets whenever possible. Prohibit the creation of private streets and discourage creation of alleys. Future developments of Fifth and Lincoln Streets have been specifically identified as streets which need to be connected to existing streets.
6. Seek funding to construct the truck route shown in Figure 7-4 of the Transportation System Plan to minimize the impacts of heavy truck traffic which would harm the roadbed and surface of neighborhood streets and bridges. In the interim, establish a truck route, to be marked on "E" Street from Second Street to the Columbia River Highway.
7. Cooperate with regional and county plans to improve the transportation network in the southeast county area.

8. Continue to support the efforts of COLCO Transportation to supply public transit to the citizens of Columbia City.
9. Special attention will be given to the needs of the handicapped and other transportation disadvantaged individuals whenever the City considers a proposal for the provision of public transit.
10. Encourage the use and improvement of bike and walking paths.
11. Require cement concrete sidewalks in all new developments.
12. Seek funding and construct projects identified in the Transportation System Plan, Section 8-1, Project Improvement Plan.

#### L. ENERGY CONSERVATION

The policy of the City for the energy conservation shall be to:

1. Require compliance with the Oregon State Building Code.
2. Encourage car and van pooling programs.
3. Promote pedestrian and bicycle transportation within the City.

#### M. URBANIZATION

1. Coordinate with Columbia County and St. Helens in establishing and maintaining urban growth boundaries.
2. Update the Urban Growth Management Agreement with Columbia County including the following conditions for development within the UGB:
  - a. Municipal review of all requests for development within the urban growth boundary-
  - b. Require annexation before City services are expanded or extended to properties currently outside the City limits.
  - c. Review development plans in the urban growth boundary to ensure the development of a safe road system and orderly and economic provision of future public services and facilities.
3. Limit expansion of urban growth boundaries to areas the City can cost effectively provide with public facilities.

4. Facilitate orderly and efficient transition from urbanizable land to urban land uses within the City's urban growth boundary boundary.
5. Require findings satisfying the following criteria for approval of amendments to the urban growth boundary:
  - a. The proposed expansion addresses a demonstrated need for housing or employment opportunities.
  - b. The proposed expansion maintains or enhances the community's livability.
  - c. The proposed expansion provides for an orderly and economic provision for public facilities and services.
  - d. The proposed expansion considers environmental, energy, economic, and social consequences.