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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

On February 15, 2001, 45 persons attended the Columbia City Visioning Workshop. The workshop was advertised in a newsletter sent out to all City residents. In addition, the project Citizen Advisory Committee placed door hangers containing flyers about the workshop on the front door of nearly all homes. Following a welcome by the Mayor, recognition of Rossin Ebrahimi, winner of the local Young Visionaries Contest, and a presentation by Cogan, Owen and Cogan about the City's planning requirements, participants discussed the future of Columbia City. The following vision statement was drafted from the results of the Workshop and a special Citizen Advisory Committee/Planning Commission meeting on April 10, 2001 and adopted by the Columbia City Council on August 1, 2002.

“Columbia City is an attractive, peaceful, quiet, friendly community in which residents feel safe, interact closely with each other, and communicate with a responsive City government and staff. It is primarily a residential community, but also contains a variety of easily accessible commercial and recreational opportunities. The City is connected to the Columbia River, to which all residents and visitors enjoy easy access. The two parts of the City on both sides of the highway are connected, but each site retains its distinct character. People can walk safely on the streets and access the river, parks, nature and other amenities. The City also is home to a clean, unobtrusive industrial area that provides jobs to the region and supports City services. Residents enjoy quality municipal services at a fair price.”

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 DLCD 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:

Ordinance	Date	Reason for Annexation
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. However, from 1985 to 1990, the City experienced a much faster growth rate (over 40 people per year).

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.

The 1984 Comp Plan projected the City to increase at 4 percent per year. This would put the City at 2,361 people by the year 2010. Consistent with the 4 percent a year growth rate, Columbia County projected a population of 2,686 persons in the year 2015. However, this number was based on a year 2000 population of 1,665. The 2000 Census confirmed that the City has 1,595 residents rather than 1,665. The City is basing this Comprehensive Plan population projection on 4 percent growth per year, beginning with a year 2000 population of 1,595, for a total of 2,871 persons in 2020.

2. Housing Needs

Existing population per 2000 Census	1595
Projected population in 2020 at 4%	2,871
Estimated average household size	2.85 persons/du ¹
Total dwelling units needed	1007 units
Existing dwelling units	611 units
New housing units needed	396 units

Mix and average density of housing constructed in Columbia City 1992 - 2000²

Housing Type	Units Built	% of Total	Acres Developed	Density (du/acre)
Single Family/Duplex	188	76	36.3	5.2
Multi Family	16	7	2.4	6.7
Manufactured Home Park	42	17	7	6.0
Total	246	100%	45.7	5.4

Types of Needed Housing based on 1992-2000 Trends

Type of Housing	Percent of all units	Total Units	Average Density	Acres Needed
Single Family/Duplex	76%	301	5.2 du/acre	57.9
Multi Family	7%	28	6.7 du/acre	4.2
Manufactured Home Parks	17%	67	6.0 du/acre	11
Roads/Utilities		0		14.62
Total	100%	396		87.72

¹Page 20, Columbia City Buildable Lands Inventory and Needs Analysis, Final Report, May 29, 2001, Oregon Department of Housing and Community Development Model

²Page 21, Columbia City Buildable Lands Inventory and Needs Analysis, Final Report, May 29, 2001
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The City has determined that the average density for multi family and manufactured homes in parks should be increased to maximize the efficiency of these types of development. The historic average density for single family is projected to decrease slightly as the existing in-fill lots are developed.

Columbia City currently has predominantly owner-occupied, single-family homes. The 2000 Census shows 82 renter occupied units or 13.8% of the total available housing. Based on a model developed by the Oregon Department of Housing and Community Development (ODHCD), the Columbia City Buildable Lands Inventory and Needs Analysis estimates that 71.8% of future needed units will be owner occupied and 28.2% will be rental units. This would be a significant change from the historical development pattern of the community. Given the housing market and economic conditions, income trends, reduced land supply and the ODHCD model, the demand for multi-family housing, including townhouses and condominiums, is expected to increase. Additionally, retirees are anticipated to account for a larger relative share of the population in the future.

Therefore, the City projects the actual needed housing types as follows:

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%	301	5 du/acre	60.2	10.7	70.9
Multi Family	17%	67	10 du/acre	6.7	2.4	9.1
Manufactured Homes in Parks	7%	28	8 du/acre	3.5	.9	4.4
Total	100%	396		70.4	14	84.4

3. Buildable Lands Inventory

The Columbia City Buildable Lands Inventory and Needs Analysis³ indicates there are 56.0884 acres available in the urban growth boundary for residential development. Of this 56.0884 acres, 4.164 acres are currently zoned non-residential and 2.996 acres, projected to provide 12 dwelling units⁴, are located west of McBride Creek, contain slopes exceeding 25% and have no existing access or public services. Subtracting this acreage, the remaining 48.9284 acres is projected to provide 212 dwelling units including 202 single family and 10 multi family dwelling units.

Type of Housing	Percent of All Units	Total Units Needed	In Existing UGB ⁵	Additional Units Needed
Single Family/Duplex	76%	301	202	99
Multi Family	17%	67	10	57
Manufactured Homes in Parks	7%	28	0	28
Total	100%	396	212	184

³A complete copy of the Columbia City Buildable Lands Inventory and Needs Analysis is available for reference at the Columbia City Hall.

⁴Columbia City Buildable Lands Inventory and Needs Analysis, page 57

⁵Based on Columbia City Buildable Lands Inventory and Needs Analysis
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As demonstrated in the following table, the remaining acreage does not provide sufficient buildable land within the existing urban growth boundary to accommodate the projected population growth.

**Projected Additional Acreage for
Provision of Needed Housing Types**

Type of Housing	Percent of All Units	Total Units	Average Density	Total acreage needed	In Existing UGB	Additional Acreage
Single Family/Duplex	76%	301	5 du/acre	70.9	47.4	23.5
Multi Family	17%	67	10 du/acre	9.1	1.6	7.5
Manufactured Homes in Parks	7%	28	8 du/acre	4.4	0	4.4
Total	100%	396		84.4	49	35.4

Without consideration of topography, existing development and sensitive lands, the City would need an additional 35.4 acres of residential land to support future housing for a projected 2020 population of 2,871 including 23.5 acres for single family/duplex residences, 7.5 acres for multi family and 4.4 acres for manufactured homes in parks, including roads and utilities. Therefore, the City finds that it is necessary to expand the existing urban growth boundary.

4. Expanding the Urban Growth Boundary

The Columbia City Buildable Lands Inventory and Needs Analysis, Part Three, discusses suitability of lands adjacent to the existing Columbia City urban growth for residential development. Based on that discussion and site visits by City staff, the City finds as follows:

- ¥ There are approximately 33 acres⁶ of non-resource land adjacent to the Columbia City UGB. Of this non-resource land, approximately 12 acres, west of the existing UGB near the southern end of the UGB, has slopes greater than 25% and building at urban density and extending services would be cost prohibitive.

⁶Columbia City Buildable Lands Inventory and Needs Analysis
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- ¥ The remainder is located south of the UGB and to the west of Highway 30 in an area called Chimes Crest. This area is zoned rural residential, except 2.51 acre parcel retained by Willamette Industries to provide access to forest resource land further to the west and currently zoned PF-76. The area is composed of fifteen parcels including one 7 acre parcel that does not currently have street access and fourteen parcels ranging in size from half an acre to 4 acres. Of these parcels, eleven are currently served by municipal water and sewer and twelve contain existing residences. Most of the land has slopes between 15% and 20%. Due to the slopes and the existing development, in-fill development is anticipated at lower urban residential densities of approximately 3.5 dwellings per acre. Fully developed and including the 2.51 acre portion currently zoned PF-76, the Buildable Lands Inventory projects the site would support approximately 55 units.

As previously discussed, the City needs an 99 single family/duplex dwelling units outside of its current Urban Growth Boundary. Extending the UGB to include Chimes Crest and designating the property R-2, moderate density residential, provides for approximately 55 units leaving a deficit of 44 units. Therefore, the City finds it necessary to consider the addition of resource lands to the urban growth boundary as follows:

- b. Parcel 5128-040-01800, located in Chimes crest, is a 2.51 acre site with some slopes. Municipal water is at the site. The site is 200' wide by 612' in length and properties to the north and south are zoned rural residential. Area residents have stated that their understanding of the purpose of the site was to provide access to old Highway 30 for boxite mining on properties located to the west. With the reconfiguration of Highway 30, the site no longer provides for direct access to Highway 30. As previously discussed, the Chimes Crest properties generally have slopes between 15% and 20%. Due to the slopes and the existing development, in-fill development is anticipated at lower urban residential densities of approximately 3.5 dwellings per acre. Estimated dwelling units for this parcel were included in the above discussion of Chimes Crest.
- c. Parcel 5128-024-00300, located immediately to the west of Sixth Street and north of H Street, is a 5.4 acre parcel that is predominately gently sloped and contains a single family dwelling and a guest house. The residence is served by municipal water and sewer services are available at the property line. Between the existing UGB and the parcel is a city owned .44 acre parcel that includes the Sixth Street right of way. Sixth Street is designated as

a collector in the City's TSP and is scheduled for street improvements.⁷ The owner has requested the site be included in the Columbia City Urban Growth Boundary.

Allowing for existing development and slopes, the site could provide approximately 20 dwelling units. The Columbia City Buildable Lands Inventory and Needs Analysis indicates the property is zoned rural residential. However, Columbia County states the property is zoned FA for forest uses and as such is considered resource land.

- d. Parcel 5128-024-00100, located south of E Street and west of Sixth Street and immediately adjacent to the previously discussed parcel, is a 7.13 acre parcel. The eastern portion of the site, roughly estimated at 3 acres, is sloped and municipal water and sewer services are available at the property line. Assuming that 3 acres of the site contains slopes less than 15%, the parcel could be developed at urban densities and provide an estimated 12 dwelling units. Between the existing UGB and the parcel is a city owned parcel that includes the Sixth Street right of way. Sixth Street is designated as a collector in the City's TSP and is scheduled for street improvements.⁸ The owner has requested the entire site be included in the Columbia City Urban Growth Boundary. The western portion of this site contains slopes in excess of 25% and a significant wetland bordering on McBride Creek. The City's Parks Master Plan includes a recreational trail adjacent to McBride Creek and the owner has discussed donating property to the City to continue the recreational trail system and protect the existing wetlands.
- e. Parcel 5128-000-00200, immediately west of 7th Street and north of E Street, is a 3.8 acre site zoned PF-76 with an existing single family residence. While the western portion of the site has slopes that appear to exceed 25% and borders on McBride Creek, the eastern portion of the site estimated at approximately 1.5 acres has more moderate slopes, frontage on 7th Street and municipal water is adjacent to the site. Developed at urban densities, the eastern portion of the parcel could support approximately 5 additional units.

⁷Columbia City TSP, Page 7-2, Table 7.1

⁸Columbia City TSP, Page 7-2, Table 7.1
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- f. North of I Street, 9th Street dead-ends into two parcels. The smaller parcel, 5128-024-00201, where the east lane of 9th Street is projected to be extended contains approximately .60 acres. A municipal water main extends across the parcel, connecting the main in Ninth Street with the main in H Street. Sewer services are adjacent to the site. The current zoning is FA-19. Two additional dwelling units could be sited on this parcel. The larger parcel, 5128-024-00200, where the west lane of 9th Street is projected to be extended, contains approximately 8.37 acres. The owner has requested the entire site be included in the urban growth boundary. A portion of the site appears to contain slopes greater than 25% as well as a drainage swale leading to McBride Creek. Therefore, density of development would be constrained. For purposes of the Comprehensive Plan, development is estimated at 12 units. However, site engineering would be necessary to determine the actual number of units and that number may be fewer than 12

Expansion of the Urban Growth Boundary to include the above properties provides adequate acreage for 49 additional single family/duplex units in a manner that addresses 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,

In addition to the need for additional single family/duplex units, the City has identified a need for 9.1 acres of multi family zoned properties and 4.4 acres to provide for manufactured home parks. However, there is no property available to the City to address these needs. On the West side, the City is bounded by slopes exceeding 25%. The east boundary is the Columbia River. The south boundary is the City of St. Helens Urban Growth Boundary. The north boundary is land committed to industrial uses. The City will work with Columbia County to amend population projections in a manner that addresses the City's limited capacity for growth. Additionally, the City has included permits and encourages dwelling units on the second story of commercial structures in the commercial and industrial zones.

- 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: Average water usage in 2001 was 646,376 cubic feet (4,834,892 gallons) per month, with a peak summer usage of 921,139. Based upon that information, maximum consumption amounted to 92 percent of the allotted maximum. If the number of persons served was 1,620, there is

water available for approximately 1,761 persons during peak usage times. Water demands have exceeded the amount allowed under the agreement due to water system leaks on three separate occasions in the past.

Columbia City has two 200,000-gallon water reservoirs, equal to 40% of the ideal storage capacity for the population currently served. One reservoir was built in 1979, and one built in 1984. The water levels in these reservoirs have dropped to extremely low levels during certain recent high water demand periods, and this creates an Oregon Health Division related compliance problem because the required contact time for effective disinfectant of the water is not met.

The City has identified the need for an additional water supply source from groundwater wells and a third storage reservoir with a capacity of 1-million gallons. These system improvements have been the City's top priority for the past several years. The City has received a funding award under the Safe Drinking Water Revolving Loan Fund to complete these water system improvements. Design engineering for the water storage reservoir is currently underway, along with well investigations and well drilling. The project has an anticipated completion date of September 2003.

2. Sewage: Columbia City contracts with the City of St. Helens for the treatment of its sewage. Under the agreement, Columbia City is allowed unlimited residential and small commercial hookups within the City and its Urban Growth Boundary.

In the fall of 1991, City voters approved a general obligation bond issued for the construction of a City-wide sewer collection system. The City began the project in October of 1992, and the project was completed in 1993.

The City's sewer collection system is a Septic Tank Effluent Pump (STEP) system and consists of approximately 12 miles of small diameter sewer lines. Four sewage pump stations assist in the sewer flow, which is pumped through a six-inch force main to the City of St. Helens for treatment. A flow meter vault is located at the connection point to the St. Helens collection system.

There are currently 677 sewer connections. 269 connections are direct flow into the sewer collection system, while the remaining 408 connections share 340 septic tanks. There are also 25 small sewer pumps to overcome elevation problems. The City is responsible for the maintenance and replacement of the septic tanks and the small pumps

connected to the sewer collection system. The City is also responsible for pumping the septic tanks.

Approximately 90 percent of the City's wastewater flow is collected and discharged into the River Club Estates (RCE) sewage pump station. The RCE sewage pump station was originally constructed to service a small subdivision, and in 1992 it was incorporated into the City's new sewer collection system. The existing pump station is a duplex (two pump) submersible sewage pump station. In accordance with Oregon Department of Environmental Quality requirements, duplex pump stations shall have sufficient capacity such that one pump can discharge the peak influent flow while a second pump of equal capacity is available as a backup. The existing pumps do not meet this requirement during periods of peak flow because both pumps must run to keep up with the volume of flow.

In recent years, the City has begun to routinely experience pump failures with the RCE pump station. There are multiple potential causes for these failures, including poor inlet hydraulics that can cause air entrainment in the pumps, and inadequate pump capacity that ultimately requires the pumps to operate too frequently. As a result of pump station failures there have been occasional overflows, which ultimately led to raw sewage in the adjacent street.

The City plans to upgrade and increase the capacity of the RCE sewage pump station by installing two new larger capacity pumps, improving wetwell hydraulics, installing a new valve/flow meter vault, and making other identified improvements. The project was ranked as the second infrastructure priority within Columbia County on the 2002 Needs and Issues Inventory, and the Oregon Economic and Community Development Department has invited the City to apply for financial assistance through the Water/Wastewater Financing Program to complete the project. The City's application is currently being processed, and a funding award is anticipated in the near future.

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 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 Gospel 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.

Both water and sewer systems are currently at or close to capacity as discussed previously under Public Facilities.

The City recognizes that certain areas adjacent to the urban growth boundary should be included within the urban area in the future due to the need to provide additional housing and to the close association of these sites with the City for services.

One such area is commonly referred to as Chime Crest. This area is located along the Columbia River Highway and south of the City limits. This development, presently outside the urban growth boundary, has been served by City water for a number of years. The area has been zoned RR-5 by Columbia County.

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 policy of the City shall be to:

1. Participate in regional strategies aimed at economic development and tourism.
2. Goal and Policies for Commercial (C-1) Designation:

The commercial category includes a somewhat limited range of retail and service businesses. The goal of the City is to establish commercial areas which would provide a service to Columbia City residents and are properly integrated into the physical pattern of the City.

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

- a. Provide convenient retail and personal service establishments to meet the needs of the residents with a minimum impact on surrounding residential development.
 - b. Discourage "strip" commercial development.
 - c. Ensure that commercial enterprises maintain sufficient off-street parking to accommodate their customers, workers, and loading requirements.
3. Goal and Policy for Commercial/Recreational (C-R) Designation:

There is one area zoned commercial/recreational. The purpose of the commercial/recreational category is to provide convenient recreational and personal development/service establishments with a minimum impact upon surrounding residential development. The goal of the City is to

establish commercial/recreational areas which would provide a service to the local area and are properly integrated into the physical pattern of the City.

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

- a. Provide convenient recreational and personal development/service establishments with a minimum impact on surrounding residential development.
- b. Recognize the existing commercial/recreational use of property located adjacent to the commercial zone at Columbia River Highway and "A" Street.

4. Goal and Policies for the Industrial (I) Designation:

There are approximately 93 acres in the industrial zone, located along the Columbia River. The property is presently owned by the Port of St. Helens. The goal of the City is to provide a place for light industrial activities and marine related tourism with minimal impacts on the community where service and transportation requirements can be met.

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

- A. Ensure safe, environmentally-sound development that does not conflict with adjacent uses.
- c. Ensure industrial operations have space for employee parking and truck parking, unloading, maneuvering, and storage.
- d. Encourage low impact, light industrial development where such development will diversify the tax base of the City.
- e. Encourage development of the marine recreation and tourism industry and provision of amenities to support this industry.

B. 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.