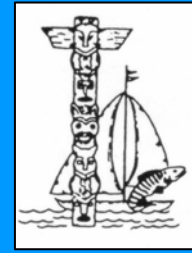


City of Kalama



Comprehensive Plan
2005-2025

City of Kalama

Comprehensive Plan 2005-2025

Mayor

Pete Poulsen

City Council

Dominic Ciancibelli

Bud Gish

Chuck Hutchinson

Don Purvis

Adam Smee

Planning Commission

David Johnson, Chairperson

Melissa Albrecht

Glen Crown

Diana Leigh

Don Mathison

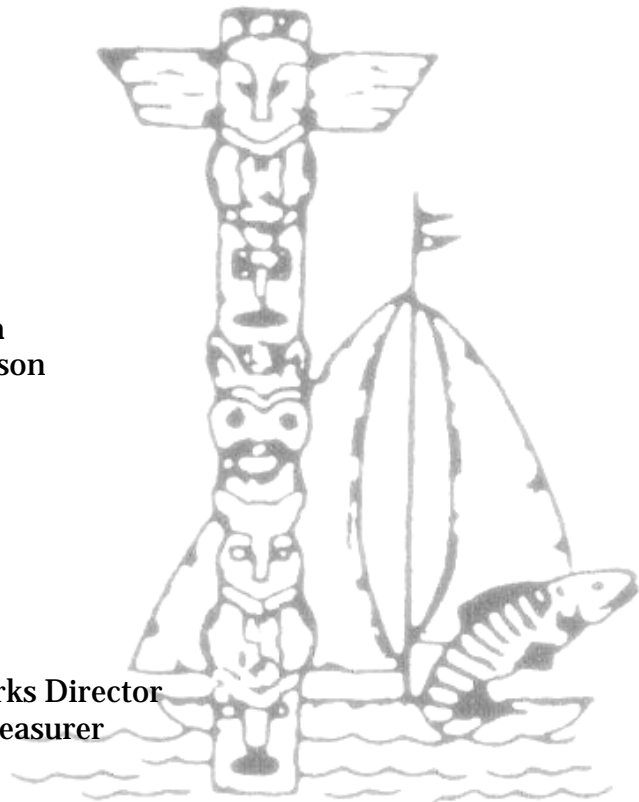
Scott Newberg

Kim Sullivan

City Staff

Carl McCrary, Public Works Director

Coni McMaster, Clerk/Treasurer



Prepared By:



Justin Erickson, Associate Planner (Kalama City Planner)

Steve Harvey, Director

Bonnie Kelley, Secretary

Special Thanks To:

Mark Wilson, Port of Kalama

Cody Traub, City of Kalama Webmaster

Kalama Community Action Plan Committee

Adopted: December 7, 2005

Resolution: #479

Prelude

“Therefore, the comprehensive plan is a flexible tool, not a final statement, and to be of greatest value it should and must be periodically reviewed, revised where necessary, and brought up to date from time to time. Left inflexible, the comprehensive plan will not serve its fullest function; ignored, it will serve no function; but used properly and thoughtfully, the rewards to the community can be considerable (Kalama Comprehensive Plan, 1964).”

* * *

“The Kalama Comprehensive Plan is not a “grand design,” a “wish list,” or a set of brightly colored maps of what Kalama ought to become. More importantly, it is a framework for responsible development in the future. The plan recognizes the importance of diversity, creativity and choice for Kalama residents. The Plan doesn’t seek to over-regulate or stifle development, but sets guidelines for it to occur in a responsible manner which contributes to the livability of Kalama. The Goals and Policies and the Action Plan are the most important parts of the Plan and should be reviewed carefully (Kalama Comprehensive Plan, 1979).”

* * *

“It is up to the people of Kalama to determine what they want their community to become and how to guide this change. Change can occur in a haphazard fashion, often resulting in low quality development, inefficient and more costly public services, and a damaged environment, or it may be guided by design and management by the people via a comprehensive plan (Kalama Comprehensive Plan, 1994).”

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CHAPTER 1 INTRODUCTION



Downtown Kalama

The Planning Process

The comprehensive planning process is a very important undertaking for the City of Kalama. Although some community members are familiar with comprehensive planning and what it entails, many others may question what it is and what value, if any, it has to a small city like Kalama. These are certainly valid questions that must be answered.

Why plan? Simply put, planning is the management of change. A plan is a carefully devised strategy of action that can provide a blueprint for local elected and appointed officials to make decisions regarding future growth of the city. It could be argued that a small community such as Kalama has changed very little since its inception, and therefore, has no pressing need for planning its future.

However, when one considers the increased population, development and commercial activity of just the last decade, the change begins to look substantial indeed. The nearby cities of Woodland, La Center and

Ridgefield provide an example of what the future may hold for Kalama in terms of growth, development and economic activity.

Viewed closely, Kalama faces many decisions in the not so distant future that may be considered problems, opportunities, or both. A number of factors are indicative of growth and change on the horizon, a few of which are listed below:

- ❑ A unique physical setting overlooking the Columbia River, a main scenic, recreation, transportation and industrial resource.
- ❑ A distinctive historical character and atmosphere, which is attractive to residents and visitors alike.
- ❑ Availability of view property and affordable housing units.
- ❑ Close proximity to Kelso/Longview urban area and within commuting distance to Vancouver and Portland.
- ❑ Direct freeway access along with access to all modes of transportation.
- ❑ Multiple recreational outlets within the city and nearby.
- ❑ Strong employment base aided largely by the Port of Kalama.
- ❑ Renewed interest in downtown development, appearance and revitalization.
- ❑ Second highest population growth rate in Cowlitz County between 1990 and 2000 (behind Woodland).
- ❑ Completion of the Kalama Community Action Plan in 2004.

Relation to 1994 Plan

This plan reflects a significant update of the 1994 Kalama Comprehensive Plan, a plan that has guided growth and development in Kalama for more than a decade.

Comprehensive plans are designed to account for a planning horizon of around 20 years and are periodically updated.

This plan was initiated in response to changing demographics and population growth, along with recent community planning efforts such as the Kalama Community Action Plan (2004). Additionally, there was strong support from elected and appointed officials to lay the framework for orderly and efficient community development consistent with the desires of residents and sound planning principals. The drive to update the comprehensive plan was heightened by the realization that unprecedented population growth is occurring and the intense desire to respond to growth and development now, before the community is irrevocably changed.

While much of the content of this plan, including many goals and policies are very similar to the 1994 document, the overall format and specific wording has been substantially altered. This plan was also designed to more closely mirror the requirements of state planning statutes along with applicable trends and newer concepts in the field of city planning.

Relation to the Growth Management Act

In 1990, the Washington State Legislature passed ESHB 2929, commonly known as the Growth Management Act (GMA) and codified as RCW 36.70A. The GMA requires all counties and cities in the state to protect critical areas such as wetlands and

streams, ensure consistency between comprehensive plans and development regulations and (for counties only) to plan for resource lands (forest, agricultural, mineral). Counties and the cities within their jurisdiction must fully plan under the GMA if they exceed specific growth rates. Counties may also voluntarily elect to plan under the GMA if their growth rates do not automatically qualify them.

Cowlitz County is not required to fully plan under the GMA and has not voluntarily chosen to plan under the law. As such, the City of Kalama is not subject to most GMA requirements, except for protection of critical areas and ensuring plan/regulation consistency. Cowlitz County is the only county along the Interstate 5 (I-5) corridor not planning under the GMA.

Accordingly, the City of Kalama plans under Chapter 35A.63 (Planning and Zoning in Code Cities) of the Revised Code of Washington (RCW) and this comprehensive plan was designed to fully meet the requirements contained within this statute. Although Kalama does not plan under the GMA, the basic format and elements of the plan mirror the spirit and general requirements of the GMA so that the city is reasonably prepared should it be subject to the law at some point in the future.

Given current growth rates, Cowlitz County will likely not be subject to the GMA anytime in the near future, at least not on a state-mandated basis. However, with significant population growth in Clark County, coupled with dramatic rises in median home price and lack of more rural lots in the Portland-Vancouver metropolitan area, it is not hard to imagine a scenario in which Cowlitz County (and Kalama) becomes subject to the act sooner than anticipated.

Relation to Cowlitz County Comprehensive Plan

Cowlitz County's Comprehensive Plan was adopted in 1976, with minor revision in 1981. Although the bulk of the plan is over 30 years old, it remains the guiding document for development in the unincorporated portions of the county. The plan includes goals and policies grouped within three broad categories: 1) Natural Resources; 2) Land Use; and 3) Transportation. Each plan element is further divided into a series of subcategories, each with their own goal(s) and policies.

With the absence of an established growth boundary and formal zoning by Cowlitz County, it is difficult to determine the degree to which Kalama's Comprehensive Plan is consistent with the Cowlitz County Comprehensive Plan. The City of Kalama looks forward to working collaboratively with Cowlitz County to address growth and development in areas adjacent to the city.

Comprehensive Planning in Kalama

There is a long-standing history and progression of comprehensive planning efforts in Kalama. The community's first comprehensive plan was completed in 1964 and it laid the groundwork for the formal establishment of zoning and other implementation items. That early plan was followed by a more policy-based plan in 1979 that set specific goals and policies for eight broad plan elements along with an action plan.

In 1994, the last comprehensive plan was completed after passage of the GMA. Under the 1994 plan, the subdivision and zoning codes were amended and a Critical Areas Ordinance was also adopted. This plan borrows heavily from the 1994 plan, while

updating important facts and figures and ensuring that new community issues and concerns are integrated within.



Northwestern view of the Columbia River

Use of the Comprehensive Plan

The comprehensive plan will be utilized in a variety of ways in the years to come. First, the plan creates a framework for making decisions concerning the future of Kalama, guiding the investment of public funds and services. Second, it sets a policy directive based on the expressed community vision as gleaned through input from citizens, state and local agencies, stakeholders and locally elected and appointed officials. Zoning, subdivision and other regulations should embody policies generated by the comprehensive planning process. Proposed code changes affecting land use, including rezones and annexations will be reviewed to determine their general consistency with the plan. Likewise, efforts to initiate changes to rules and regulations may also be instigated by the plan.

At the same time, it is important to recognize the intended limitations of the comprehensive plan. The plan is not a specific regulation or law that controls the use of land, nor does it change existing zoning. However, appropriate city regulations should be consistent with the

broad goals and policies of the plan. Furthermore, it is not a document designed to be the determining factor for most site-specific projects. In some cases though, such as with rezone requests, substantial weight will be placed on conformance with the comprehensive plan. Land use decisions, projects and proposals do need to conform to the plan in a general sense, but conformance is mostly reflected in how a given project complies with city code.

Mechanisms for implementing the plan include zoning and subdivision ordinances and other rules and documents that guide and direct land use. In other circumstances, the plan simply calls for future research and consideration of specific factors that may or may not lead to rule changes. Conditional uses and other applicable permits will also be reviewed for their conformance with the plan.

Comprehensive Plan Amendments

The Kalama Comprehensive Plan should be updated every five to seven years or sooner if necessary. The 2010 Census and accompanying data due out thereafter, provide an ideal time frame to begin and complete the first major update of this plan. Relatively minor updates to text or the future land use map should be limited to once a year as directed by the City Council, unless emergency situations arise and/or to protect the health, safety and wellbeing of the public. Amendments may be proposed by the city or by an individual and/or applicant seeking consideration of a specific proposal.

The Planning Commission should consider all amendment proposals on an annual basis at the same time so that their cumulative effects can be ascertained. Proposed zoning changes should be coupled with

simultaneous comprehensive plan amendments to ensure consistency between the comprehensive plan and development regulations.

In reviewing proposed changes to the Kalama Comprehensive Plan, the Planning Commission and City Council shall place substantial weight on the following approval criteria:

1. The proposal is consistent with the provisions of state planning statutes and will not result in comprehensive plan or regulatory conflicts; and
2. The proposal will change the development or use potential of a site or area without creating significant adverse impacts on existing uses and critical areas; and
3. The proposed amendment will be adequately served by applicable services, facilities and utilities, including transportation; and
4. The proposal will help implement city goals and/or policies contained within the Kalama Comprehensive Plan; and
5. If the proposal could have substantial impacts beyond incorporated city limits, it has been distributed to all appropriate bodies and agencies for review and comment including Cowlitz County and the Port of Kalama.

Vision Statement

Visioning is a process that helps to determine core values and ideals for a community and transform them into feasible community goals and policy. It is a citizen-driven approach that seeks to broadly define a preferred future for a given area. The

general goals and policies of the comprehensive plan should be compatible with and support the overall vision for the City of Kalama.

In 2004, a citizen-driven plan titled the Kalama Community Action Plan (KCAP) was completed in cooperation with the City of Kalama, Port of Kalama, Kalama Chamber of Commerce and the United States Forest Service (Appendix A).

Outside consultants were hired to provide technical assistance with the plan. Members of the action plan committee represented a broad range of business, citizen and government interests.

While the action plan's central focus is on the downtown core and business district and its aesthetic appeal and economic health, it nonetheless provides an important source of information and direction for the entire city. Because a great deal of public involvement went into the visioning process associated with the Action Plan, the city has chosen to adopt the same vision for its comprehensive plan. However, an additional statement was added to ensure that a holistic vision is established that encompasses the full depth and range of issues discussed within the Kalama Comprehensive Plan. The modified Vision Statement appears below:

“In 2025, Kalama is a town that knows where it’s going... and where it’s been. The community’s crown jewel, its historical downtown core, boasts a thriving business center located within a physical setting seemingly frozen in time. Downtown is a unique place where merchants and patrons come to conduct the business of today while enjoying the hometown feel created by their forefathers over a century ago. Consistent, attractive architecture, lighting and landscaping bring downtown to life, and

make it a destination for residents and visitors alike.

“Through a well-constructed system of partnerships and collaboration, the community has developed several new or expanded cultural venues and activity centers which provide residents convenient and exciting opportunities to gather and interact outside of work and home.

“Kalama is also a place where visitors come to enjoy a tight-knit sense of community. Whether frequent I-5 commuters or overnight tourists attending one of the town’s many year-round events and festivals, Kalama happily greets the traveler with a friendly smile and hometown charm. Kalama provides these guests a home away from home.

“Kalama is a town where all generations have a place, and a place people will be proud to call home... for generations to come (KCAP, 2004).”

Residential neighborhoods and commercial development outside of the commercial core will complement the natural surroundings and topography. The attraction of Kalama, its small-town feel, historic downtown, scenic views, economic vitality and overall quality of life are the guiding values that will be preserved and enhanced.

Public Participation

The public was notified and informed of the comprehensive plan update process in a variety of ways. Early in the update process, a letter was sent to key groups, organizations, individuals and governmental entities notifying them of the plan revision and associated timeframes. A community survey was also distributed (Appendix B). Planning Commission and City Council

meetings and public hearings were advertised in accordance with Washington State law. Additional notice was provided via update letters sent to interested parties and the draft plan was posted on the city's website. Press releases were also published in the *Daily News*.

Comprehensive Plan Organization

The comprehensive plan is divided into eight (8) main sections that correspond to the following plan elements:

- Chapter 1: Introduction
- Chapter 2: Environment
- Chapter 3: Land Use
- Chapter 4: Housing
- Chapter 5: Capital Facilities, Utilities & Services
- Chapter 6: Transportation
- Chapter 7: Economic
- Chapter 8: Parks, Recreation & Open Space

For the most part, each chapter contains the same basic components. After a brief introduction, goals and policies are set forth that are designed to guide the growth, development and regulatory framework of the city. *Goals* represent the general aspirations and direction of the city, while *policies* are meant to be more detailed operational actions that likely require a specific action by the city, possibly within a given timeframe as specified by the plan. Policies also guide decisions by elected and appointed officials that address the short and long-term growth of the city. While some comprehensive plans also include specific *objectives*, the city has chosen to blend objectives with policies throughout the plan. Goals and policies are followed by

additional information for each of the elements.

Data and information presented after the goals and policies add context to goal and policy directives and inform elected and appointed city officials and the general public on various topics. The supporting information seeks to summarize and analyze existing conditions, provide direction and identify issues, trends and possibly needed improvements. As a note of caution, maps, tables, figures and other data within each section may not be updated regularly and anyone seeking specific information on zoning or other matters should contact the city. Background information and data should be updated only at major plan revisions (approximately every five to seven years).



Downtown Kalama looking north along First Street

CHAPTER 2 ENVIRONMENT



View of Port area looking north

The city recognizes that a healthy environment promotes a high quality of life for the entire community. Residents, merchants and tourists alike, are attracted to Kalama in part because of the urban/rural interface that frames the city. Natural amenities including the Columbia River, Kalama River, magnificent views, steep forested and non-forested hillsides, abundant fish and wildlife and many other factors all contribute significantly to the city's atmosphere and success. This chapter attempts to balance protection of critical areas and other natural amenities with the goals and objectives found throughout the comprehensive plan.

General Goals

1. Encourage a pattern of community development in concert with the land's capability to support such development, to avoid hazard areas and preserve unique natural and scenic areas.
2. Preserve the natural and scenic amenities that define Kalama and provide a distinct and unique quality of life.
3. Encourage the location of safe, environmentally responsible industries in the Port of Kalama industrial area.
4. Carefully consider environmental matters in the decision-making process, while seeking to create and maintain a sustainable urban environment.
5. Protect areas that are generally not suitable for intensive development such as those prone to landslides, flooding and/or containing wetlands and/or other critical areas.
6. Seek to restore natural systems and environmental functions that have been lost or degraded, when feasible.
7. Consider and evaluate the cumulative impacts of land use and policy decisions on the environment and balance them with other plan goals and policies.
8. Encourage economic enterprises that will support and enhance the community and will result in minimal environmental impact.
9. Conserve and protect groundwater and maintain good quality surface water.

General Policies

1. Promote the natural environment and its full range of constraints and opportunities as a primary consideration in future land use decisions.
2. Encourage the orderly development of areas which are environmentally suitable for development and which are currently, or proposed to be, provided with a full range of community facilities and utilities.

3. Maintain accurate and updated maps and continually assess available literature to ensure that all environmental factors are considered in the decision-making process.
4. Actively work with property owners before development applications are submitted to seek solutions to site-specific issues and address potential environmental constraints early in the process.
5. Encourage the clustering of residences when feasible to provide for open space and protection of environmentally sensitive areas.
6. Consider impacts to scenic views, hillsides and ridgelines by proposed development in concert with other approval criteria.
7. Prevent or limit the release of substances into the air, water and soil that may degrade the quality of natural resources and ensure that all such releases are in accordance with local, state and federal law.
8. Require mitigation measures in accordance with applicable regulatory standards and requirements if environmental alteration is unavoidable.
9. Give lands with high natural value and limited development potential consideration as parks, recreational areas, wildlife corridors and open space.



Critical Areas

Critical Area Goals

1. Preserve or enhance critical areas with the overt intent of protecting public health, welfare and safety and providing protection to important ecological features and functions.
2. Protect critical wildlife habitat and preserve the integrity of important corridors from development, while minimizing unavoidable impact.
3. Integrate the protection of critical areas as part of the social and economic value of the city.
4. Provide for the preservation and restoration of significant natural sites and locations.

Critical Area Policies

1. Analyze existing regulations and consider establishing wildlife corridors that will provide habitat and pathways for area wildlife.
2. Support community development including subdivision and individual lot construction done in accordance with the Kalama Critical Areas Protection Ordinance, the State Environmental Policy Act (SEPA), Shoreline Management Act (SMA) and other requirements.
3. Update the Critical Areas Protection Ordinance in accordance with state law (or sooner), as needed.
4. Promote the functionality of natural drainage systems by retaining existing

vegetation and limiting land shaping/grading.

5. Prohibit development on unstable land (geologically hazardous, steep slopes, etc.) in accordance with the Critical Areas Ordinance to protect public safety and welfare.
6. Actively enforce the city's excavation and grading regulations to make certain that acceptable development practices and erosion control efforts are in place and functioning prior to the start of ground-disturbing activities.



Columbia River view looking west from Kalama

General Environmental Information

The natural environment is one of the defining characteristics of Kalama. From dramatic views and steep hillsides to the Columbia River, Kalama is strongly influenced by its relation to and interaction with the local geography.

It is advocated that land use plans and decisions should be made with the fullest possible knowledge of the natural environment and processes that are involved. Until recently, the consideration of the natural environment in the development of urban areas has been sorely

neglected. Besides the obvious damage wrought by catastrophic natural disasters (floods, earthquakes), less spectacular but far more costly is damage due to such natural hazards as erosion, landslides and expansive soils.

There are many costly examples of ignoring environmental factors in Cowlitz County as well: flooded basements and entire houses, damage to housing built in geologically unstable areas, wall and foundation damage from expansive soils, septic tank failures, etc. In the final analysis, we all pay for these damages directly as property owners or indirectly as taxpayers. The Aldercrest landslide in Kelso in 1998 (which destroyed around 128 homes) underscores the importance of assessing potential natural hazards and planning accordingly.

Topography

Much of Kalama is located on terraces that were formed by the Columbia River. The ground surface within the city limits and the sewer service area generally slopes to the west and ranges in elevation from 18 to 1,000 feet above mean sea level. Much of the sewer service area, with the exception of downtown Kalama, consists of steep slopes, some in excess of thirty percent.

Climate

The Kalama region experiences a maritime climate that includes mild temperatures throughout the year. The average maximum temperature in the summer exceeds 75 degrees for July and August, while the average minimum temperature in January, the coldest month, averages just above freezing at 33 degrees. There are approximately 175 frost-free days annually. Humidity is rarely a problem, but sometimes reaches uncomfortable levels in the summer.

Annual precipitation in nearby Longview averages above 46 inches, while the Kalama Falls Hatchery (located around 11 miles from town), receives on average, 68 inches of precipitation annually. Around 80% of precipitation occurs between the months of October and March. Snowfall is rare and seldom occurs in the lowlands below 1,000 feet in elevation. Average annual evaporation is 25 inches. Undeveloped areas in and around the city are generally forested. The predominant tree species growing in the region are Douglas fir, maple, hemlock, alder, cottonwood and other deciduous trees. Some wetlands and scrub are also in the vicinity.

Geology

The bedrock geology of the study area is varied and complex and only very generalized geologic mapping has been done of the area. The surface of the study area has been formed over time by glaciation, landslides, faulting, flooding, sedimentation from water and erosion from weather and gravity. The primary geologic functions in the area are:

Volcanic – prophyritic andesite aphanitic basalt flows. These rocks cover most of the area and are easily observable on upland terraces and slopes. The city and outlying area has extensive outcroppings of these rocks.

Sedimentary – marine and non-marine arkosic sandstone interbedded with coal, shale, andesite and basalt flows. These rocks also occur extensively in the study area.

Landslide debris – quaternary and tertiary rocks. These rocks can be found throughout the study area with concentrations occurring

in the area east of Cloverdale Road and the upper hillsides of Spencer Creek Road.

Troutdale formation – unconsolidated sand, gravel and clay unconformably overlaying sedimentary and volcanic rocks. This formation can be found in an area adjacent to and north of the landslide debris on the hillsides along Spencer Creek Road.

Alluvium – sand, gravel and silt underlying floodplains, valley floors and low terraces.

Hydrology & Watershed Characteristics

The Kalama area is drained by two main rivers, the Columbia and the Kalama. The Kalama River is well outside of city limits, while a small portion of the city's western jurisdiction abuts the Columbia. In addition, there are numerous small streams of a perennial and intermittent nature that pass through or originate within the city.

The Kalama River Watershed (or subbasin) consists of 205 square miles that stretches from the southwest slopes of Mount St. Helens to the Columbia River, where the Kalama River enters approximately one mile north of the City of Kalama. The headwaters actually begin in Skamania County, although 99% of the basin lies within Cowlitz County.



Local creek (outside of city)

The Kalama River is one of 11 major subbasins in the Washington portion of the Lower Columbia Region. Stream flow in the subbasin is a direct result of rainfall, as only a small portion of the basin is above the usual snowline. Peak flows generally coincide with mid-winter rains in December and January and summer low flow is usually in August. High flows average above 2,100 cubic feet per second, while low flows are around 300 cubic feet per second. Mean annual flow is approximately 1,200 cubic feet per second.

Historically, the Kalama River supported thousands of fall Chinook, winter steelhead, chum and coho. Presently, numbers of naturally spawning salmon and steelhead are far below historical levels and Chinook, chum and steelhead have all been listed as “threatened” under the Endangered Species Act, while coho are proposed for listing (Table 2-1). Coastal cutthroat trout and Pacific lamprey are also present in the Kalama River. Bull trout do not occur in the subbasin.

Table 2-1: Status of Selected Species

Species	ESA Status	Recent Numbers
Fall Chinook	Threat.	3,800-20,000
Spring Chinook	Threat.	50-600
Chum	Threat.	<50
Coho	Proposed	Unknown
Summer Steelhead	Threat.	200-2,300
Winter Steelhead	Threat.	500-2,300

Source: Lower Columbia Salmon Recovery and Fish & Wildlife Subbasin Plan, 2004

The sharp decline in wild fish populations in general is a result of many factors including habitat loss, development, logging and road construction, passage barriers, hydroelectric dams and natural climatic processes.

Kalama River hatchery programs will produce and/or acclimate fall Chinook, spring Chinook, coho, summer steelhead and winter steelhead in the watershed. Nearly all of the lower floodplain has been disconnected from the Kalama River due to dikes, I-5 and development in the Port area.

Regarding water quality, portions of the lower 10 miles of the Kalama River and Hatchery (Fallert) Creek are listed on the state’s 303(d) list of impaired water bodies due to the presence of water temperatures that exceed established standards. The greatest area of concern is at the mouth of the Kalama River, where sediment accumulation has created a wide and shallow channel that may present problems for migrating fish.

Land ownership in the basin consists mostly of managed commercial timberland, which accounts for 96% of total land. Areas along the lower Kalama River have experienced industrial and residential development, resulting in channelization of the lower river. Population in the watershed is estimated at around 5,300 persons and the City of Kalama is the only urban area in the subbasin. Future development pressures are expected to continue to be located along the mainstem river valley and the lower portions of the larger mainstem tributaries. Careful growth management in and around sensitive areas such as floodplains, wetlands and riparian zones will be necessary to prevent additional habitat degradation (outside of city limits). The Kalama River aquifer also represents the major source of potable water for use within city limits.

Soils

The soil survey for Cowlitz County was published in 1974 by the Soil Conservation Service (now the Natural Resources

Conservation Service). Soils in the Kalama area fall into many different soil series. Lower areas along the Columbia and Kalama Rivers are classified as being part of the Caples-Clato-Newberg Soils Association. These soils are primarily sand, sandy loam and silty loam. Upland areas, which comprise much of Kalama, are part of the Olympic Soils Association, consisting of sloping to steep, well-drained soils that formed in weathered basalt and andesite. Rock outcroppings are common in the region and in many places bedrock is overlain with just a few inches of soil. Clay and other soil characteristics are also present and there are several areas of recent and historical landslides within city limits. Specific soil types found in the Kalama area primarily consist of Rock Land, Gee Silt Loams and Marl Silt Loams.

Shoreline Considerations

The City of Kalama has approximately 1.42 miles of shoreline within city limits. All land within state Shoreline Management Act jurisdiction is zoned for industrial development (Shoreline Designation: Urban) and for the most part, is fully occupied by recreational facilities or industrial activity on the Columbia River. There are no other rivers or lakes of sufficient size within city limits that are subject to the shoreline rules, except for a small portion of city-owned land adjacent to the Kalama River. The city has adopted by ordinance, Cowlitz County's Shoreline Master Program, which was adopted in 1977. Cowlitz County is not required to update their Master Program until 2012.

Critical Areas Ordinance

Critical areas, as defined by the Growth Management Act, include those areas and lands classified as wetlands, geologic hazard

areas, fish and wildlife conservation areas (including streams), frequently flooded areas and critical aquifer recharge areas. The city passed an updated version of its "Critical Areas Protection Ordinance" in June of 2004 as required by RCW 36.70A.060. Anyone wanting detailed information on critical areas should consult Chapter 15.02 of the Kalama Municipal Code (KMC). A brief and generalized description of each critical area appears below:



Recreation & industry on the Columbia (view north)

Wetlands

Wetlands provide numerous valuable functions, including but not limited to supplying fish and wildlife habitat, water quality enhancement, flood and erosion control, aquifer recharge and discharge, shoreline stabilization, research and education opportunities and recreation.

Wetlands are basically defined as those areas that are inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support and that under normal conditions, support a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs and similar areas. In general, wetlands do not include those artificial

wetlands intentionally created from non-wetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds and landscape amenities.

The city has a wetland inventory map as well as wetland information on file from the National Wetland Inventory (NWI), Cowlitz County, Natural Resource Conservation Service (NRCS) and others. Overall, there are not a tremendous amount of wetland features in and around the city.

In addition to local wetland regulations, federally regulated wetlands are also protected under Section 404 of the Clean Water Act. Fill, dredging and grading activities are regulated by the U.S. Army Corps of Engineers (USACE). Proposals involving potential or probable impacts to wetlands may have to go through a permitting and application process administered by the USACE. The Washington State Department of Ecology (DOE) also reviews applications for compliance with wetland regulations.

Kalama is required to comply with Section 404 and takes appropriate measures to notify project proponents of required permits. Compliance with Section 404 is also achieved through the city's Critical Areas Ordinance. It is possible that a proposed development could be exempt from the city's Critical Areas Ordinance, but still subject to the USACE regulations.

Geologically Hazardous Areas

Geologic hazards pose a risk to public and private property and to the health, safety and general welfare of citizens. These lands are susceptible to slides, erosion, seismic events and mining hazards. Development should

be directed to more geologically stable areas and restricted on unsuitable ground. Within this broad heading, there are two classes of hazards known as "potential geologic hazards" and areas of "geologic concern," each requiring differing levels of review.

In 2003, the Washington State Department of Natural Resources published the results of a landslide inventory completed from Kelso to Woodland by geologist Karl Wegmann.¹ Some of the mapped landslides are within the city limits, although by and large, the current city boundaries are largely free of historic/recent landslides (Figure 3-1). This is not meant to imply that there are few potentially geologically hazardous areas, for a sizeable portion the city has slopes in excess of thirty percent (30%), which have a corresponding high potential for erosion. Although the inventory and maps are not intended for site-specific landslide evaluations, the document provides the city with a screening tool detailing the geographic distribution of known and potential landslide areas and serves as a useful aid in the decision-making process (Wegmann 2003).

As noted by Wegmann (2003): "By avoiding areas of known landslide potential, or by mitigating the damage potential, careful development of hillside slopes can reduce economic and social losses resulting from slope failure. Landslide risk can be reduced by the following approaches: (1) restriction of development in landslide-prone areas; (2) development of codes for excavation, grading, construction, and landscaping; (3) implementation of physical remediation measures (drainage, slope-geometry

¹ Wegmann, Karl W., 2003. Digital Landslide Inventory for the Cowlitz County Urban Corridor – Kelso to Woodland (Coweeman River to Lewis River) Cowlitz County, Washington. DNR. Report of Investigations 34, Version 1.0.

modification, and structures) to prevent or control landslides; and (4) development of warning systems... (16).”

In concert with the critical area rules, the city carefully reviews development proposals to ensure compliance with site-specific professional recommendations and all applicable standards. Detailed geotechnical reports produced by a registered/licensed Professional Engineer (PE) or Geologist are typically required for larger proposals involving steep slopes, along with many smaller projects.

Fish and Wildlife Conservation Areas

Fish and wildlife habitat conservation areas perform a variety of important physical and biological functions. These areas provide food, cover, nesting, breeding and movement for fish and wildlife and maintain and promote diversity of species and habitat.

Additional benefits include maintaining air and water quality, controlling erosion, recreation, education and scientific study and aesthetic appreciation and providing neighborhood separation and visual diversity within urban areas. Fish and wildlife areas include riparian habitat areas such as creeks and streams, waters of the state, species and habitats of local importance and several other classified features. The city has a number of smaller perennial and intermittent streams within its jurisdiction.

Conservation and protection of fish and wildlife areas is primarily achieved through the establishment of riparian buffers adjacent to regulated stream features. Stream buffers are based on the type of stream present, as classified by the Washington State Department of Natural Resources.

Frequently Flooded Areas

Areas frequently inundated by floodwaters pose serious risk to property and public health. All lands identified in the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps, as amended and approved by the city, that include lands within the 100-year floodplain are designated as frequently flooded areas. The City of Kalama has adopted a Floodplain Management Ordinance codified as KMC Chapter 14.16.

The FEMA floodplain map (Flood Insurance Rate Map Panel #530289 0001 A) for the City of Kalama and Cowlitz County indicates that the majority of the city lies outside of the 100-year floodplain. To the west of I-5, a portion of the city’s industrial land is partially within the 100-year floodplain. To the north of the present-day city limits, a large area (mostly vacant) between I-5 and Meeker Drive is also within the floodplain. The floods of 1996 underscore the importance of planning for floods and reducing their impact to the city and its residents.

Critical Aquifer Recharge Areas

Aquifer recharge areas perform many important biological and physical functions that benefit the city and its residents, including but not limited to storing and conveying groundwater. Protection of aquifer recharge areas is, therefore, necessary to protect public health, safety and welfare.

The primary surface water features within or near the City of Kalama are the Columbia River and the Kalama River. Other features include Spencer Creek, Schoolhouse Creek, Kress Lake, Bybee Creek and Big Lake. The Columbia River flows northerly past

Insert Figure 2-1: Landslide Map

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Kalama on the western side of the city. The Kalama River flows west and joins the Columbia River approximately one mile north of the city limits. The Kalama River and its aquifer in the vicinity of Modrow Bridge, provide the city and surrounding urban area its main water supply. Bybee and Schoolhouse creeks originate in the hills south of the sewer service area. These creeks flow westerly into the Columbia River. Spencer Creek flows westerly towards the City of Kalama and then turns, flowing north into the Kalama River.

land will be developed over the next two decades as the city grows in population and housing demand continues to exceed production.



Open Space

The City of Kalama seeks to preserve open space in an effort to protect vital habitat, improve the quality of life for residents and to buffer various land uses. Open space may occur in all land use classifications, but is particularly prevalent in the public/quasi-public areas that occupy a significant portion of the city. Designated open space includes all environmentally sensitive areas (e.g., wetlands, stream buffers, steep slopes, etc.) and any other protective measures required by the Critical Areas Ordinance. The city maintains various maps identifying wetlands and steep slopes.

Because of a predominance of steep slopes in the city, it is expected that a significant amount of open space will be retained within the city. Regarding natural resource lands, there is virtually no agricultural production within the city. There are however, a number of large parcels (40 or more acres each) that appear to be managed forestland including some DNR land. It is anticipated that a significant portion of this

CHAPTER 3 LAND USE



Downtown Kalama

The Land Use Element guides and facilitates land development in the city over the next 20 years by directing residential, commercial and industrial growth. The Land Use Element provides the foundation for planning, construction of utilities, transportation improvements, community design and appearance and overall pattern of land use development and distribution. It is the intent of this chapter to ensure that only compatible development which enhances the livability of the city and its residential neighborhoods is promoted along with an economically strong and vibrant downtown and commercial area. This chapter also considers population and housing trends and projections along with the distribution, location, density and intensity of land uses. A general plan of anticipated future land uses allows the city to be more cost-effective in how it provides essential services including sewer and water. This chapter was designed to meet the requirements of RCW 35A.63.061(1).

General Goals

1. Promote the health, safety and welfare of the residents of Kalama through the encouragement of sound growth and

development of residential, commercial, industrial and recreation/open space areas.

2. Promote new residential development that is appropriate in type and density considering existing land use patterns, capacities of public facilities, natural characteristics of the land and the general public interest.
3. Actively plan and guide anticipated growth by seeking full utilization of existing land.
4. Help to ensure a sufficient land base to serve the various needs of the community.
5. Maintain and enhance the sense of place and small-town atmosphere that helps to define Kalama and makes it a desirable place to live.
6. Minimize land use conflicts by providing transitions between land uses deemed incompatible.
7. Preserve and enhance historical properties in the community through education, public-private partnerships and applicable land use policy.
8. Help to ensure that basic services and amenities are within walking distance for all residents, given site-specific restraints.

General Policies

1. Maintain a sufficient balance of land for various purposes and continually evaluate growth estimates and population figures to ensure that no shortages exist.

2. Consistent with the adopted Kalama Park and Recreation Plan, enhance and support recreational facilities and encourage new residential growth to contribute towards said development.
3. Separate or buffer incompatible land uses and seek to establish transitions through the zoning code.
4. Require pedestrian-friendly residential and commercial development whenever feasible.
5. Promote in-fill development of residential and commercial land within existing developed areas.
6. Periodically review home occupation standards and amend as necessary to allow for limited small-scale home businesses that do not affect neighborhood character.
7. Consider the construction of public facilities (e.g., public works shop, utility infrastructure, etc.) in any land use category/zone.



Looking east from the pedestrian bridge (over the rail line) across I-5 and up Elm Street.

Land Development

Land Development Goals

1. Protect and enhance the character and social and economic stability of all areas of the city through established standards that shall apply to all forms of development from subdivision to single-lot construction.
2. Ensure that subdivisions and necessary infrastructure are designed and constructed to meet existing and future needs.
3. Encourage the orderly, efficient and beneficial development of lands within the city (including individual lots), while preventing an overload on existing infrastructure and services.
4. Ensure that the subdivision of land will provide adequate light, air and privacy to each proposed lot given the anticipated use.
5. Provide timely and professional review of land use applications and development permits.
6. Protect, preserve and enhance scenic views as an important community resource.
7. Encourage innovative techniques to residential and commercial land development that will be beneficial to the community and reflect sound planning principles.
8. Minimize alteration (mass grading, tree removal, etc.) to hillsides and ridgelines that define and frame the city.

9. Encourage pedestrian-friendly and aesthetically pleasing developments and compact growth (topography permitting).

Land Development Policies

1. Research and possibly develop a Scenic View Ordinance designed to address the protection of scenic resources in and around Kalama. If possible, the permit process should be integrated with the underlying permit(s).
2. Research and consider establishing a Hillside Development Ordinance to address additional standards governing said development. If possible, the permit process should be integrated with the underlying permit(s).
3. Strongly encourage alternative land development approaches, including “green infrastructure,” “low-impact development” and other similar techniques.
4. Review and update as necessary the subdivision code and other standards to ensure that they allow for and promote innovative land development techniques.
5. Encourage new residential development that is appropriate in type and density, given existing land use patterns, capabilities of public infrastructure, natural considerations of the land and the interest of the general public.
6. Design and size streets, water lines, sewer lines and other services and utilities constructed during the subdivision process according to the comprehensive plan, subdivision ordinance and applicable utility plans.
7. Place utilities, including electrical, underground whenever possible.
8. Ensure that future traffic circulation patterns are maintained or enhanced during preliminary plat and site plan review.
9. Design streets and roads within subdivisions for future connections to adjoining developments. Direct driveway access to arterial and collector streets should be minimized. Sidewalks, lighting, curbs and gutters should be installed along arterial, collector and local streets to enhance pedestrian safety and control surface water runoff.
10. Encourage streets that follow natural gradual contours of the land and avoid long stretches or sweeps of steep grades over ten percent whenever possible.
11. Encourage subdivision design that allows residences to take advantage of solar exposure.
12. Site, design and construct subdivisions to preserve and enhance views, natural features and ensure compatibility with the aesthetic values of the area.
13. If development activity adversely impacts public right-of way, adjacent and nearby properties, facilities and services, ensure that those responsible for the disruption bear the cost of repair and improvement of impacted public rights-of-way, properties, facilities and services.
14. Investigate and consider adopting outdoor lighting standards to preserve views of the night sky and downslope, while recognizing that Kalama is an

urban area and some amount of “light pollution” is unavoidable.



Downtown Kalama

Urban Growth

Urban Growth Goals

1. Achieve orderly and efficient patterns of growth within the city and adjacent unincorporated areas.
2. Strive for cost-effective use of existing public services by guiding development to those areas where urban-level services and facilities are readily available.
3. Encourage development in urban areas where an appropriate level of service can be provided efficiently.
4. Limit urban sprawl by promoting dense residential development where the terrain and infrastructure allows.

Urban Growth Policies

1. Review and revise where necessary the zoning ordinance, zoning classifications and the subdivision ordinance, following adoption of the comprehensive plan.

2. Seek consistent and/or compatible land use controls with Cowlitz County and the Port of Kalama within the Urban Service Area.
3. Set land uses for proposed annexations only after a thorough study and recommendation has been completed by the Planning Commission.
4. Carefully consider the cost and/or feasibility of future water and sewer extension and/or connections in the unincorporated areas surrounding Kalama to ensure efficient use of public services and revenue.
5. Provide sanitary sewer service in accordance with the Urban Services Area Program and adopted Sewer Plan. Areas outside of the city limits but within the service area boundary desiring a connection and/or extension of sewer service should be annexed or sign an annexation agreement that runs with the land, before service is extended.
6. Review the “Large-Lot Estate” and “Small-Lot” ordinances to determine their overall use and effectiveness and recommend any needed changes.

Brief History of Kalama

The history of Kalama is strongly linked to the Northern Pacific Railroad and the national push westward. When General J.W. Sprague became manager of the Northern Pacific Railroad in 1871, it had already been decided that the southern terminus would be approximately 35 miles north of Vancouver, Washington. Sprague named the area "Kalama," after the nearby river so-called by the local Indians. And so it was assumed, for the next 50 years or so,

that "Kalama" was an old Indian name meaning "beautiful maiden."

In the early 1920s a man walked into the Kalama bank to cash a check. He signed "Pete Kalama" and related that a great-grandfather of his had visited the area in the 1830s and that the river and the town were named after him. Subsequent investigation confirmed the story.

John Kalama, a full-blooded Hawaiian, sailed with the fur-traders between his home and Puget Sound in the 1830s. He jumped ship near Tacoma, married the daughter of a Nisqually chief, and made his way south in the 1840s, hunting and fishing. He eventually settled along the Columbia River just below the Cowlitz and the town and river bear his name.

While Kalama was settling in, another free spirit named Ezra Meeker was making his way across the Oregon Trail from Iowa. Meeker built the first cabin on the site of the present town in 1853. He didn't stay long, but other white settlers were soon attracted to the area's beauty and abundance, and the town slowly grew.

In 1871, the Northern Pacific Railway chose the site as the southern terminus for the railway north to Tacoma. No main line ran over the Cascades into the Puget Sound area at the time, and Kalama's location as a transshipment point made it important overnight. Wood-burning paddle steamers provided ferry service between Kalama and Goble, Oregon, and were a vital link in continuous train service south to Portland.

By 1875, the population was up to 3,500 and still growing. The town, in fact, was platted a mile inland to make room for future expansion. Looking at the town plat, one wonders whether the surveyor thought he

was in Kansas rather than the steep terraces of the Columbia River valley. One local wag commented after seeing the town plat that the town should be re-named "Kalamity" rather than Kalama.

The first school was built in 1871 and the railway hospital, commanding a wide view of the town, in 1872. In 1879, St. Joseph's Catholic Church was established. The town boasted substantial logging, fur trading and farming.

The year 1871 was a pivotal one for Kalama for other reasons. Until then, the Kalama River had been the boundary between Clark and Cowlitz counties. That year, by signature of the territorial governor, the Lewis River became Clark County's northern line. Cowlitz voters chose the boomtown of Kalama as county seat for the expanded county on November 5, 1872.

But the boom was short lived. In 1879, a disastrous fire destroyed nearly all of downtown Kalama. Shortly thereafter, the railroad moved its terminus to Tacoma. By 1879 the town's population was down, as the locals told it, "to 129 and old Dick Porter's mule."

Still, the ferry and lumbering remained, and the town slowly grew again. By 1900 the population was up to 550 and in 1920 Kalama had 1,200 people. City population remained at about this figure through 1990.

Those forty years between 1880 and 1920 saw another surge of activity for the town. The *Kalama Bulletin* was established and the county courthouse built. It was during this period that many of the vintage residences still standing were built. The Cramer House, Imus House, and the Case Mansion overlooking the town all remain as some of the finest examples of period

architecture in the area. St. Joseph's Church, rebuilt in 1909, is to this day probably the most recognized landmark in the city.

Major events of the period include the establishment of the first state fish hatchery on the Kalama (1895), the first legal execution in the state (1882), President Teddy Roosevelt's visit (1901), the incorporation of the Port of Kalama (1920), and the great flood of 1894 when the steamer "Hellogg" steamed over the railroad tracks and landed at the corner of First and Fir.

Locals patronized the Kockritz Hotel, The Kalama Opera House, and the Doty Fish Company. The latter established in 1892 shipped over a million pounds of sturgeon and caviar to the East Coast and overseas.

Without doubt, the most important economic enterprise in support of Kalama's future was establishment of the port district in 1920. Most of the town's recent history and development can be traced to the early recognition that the area's deep-water facilities and excellent rail connections would attract industry. General cargo was shipped from the port's public dock until World War II when it became a loading point for lend-lease shipments to Russia.

After the war, the port rented property to Columbia Veneer (eventually Pope & Talbot) for the construction of a plywood factory. Industrial expansion continued on port land with Gram Lumber and Wasser & Fluhrer Shingle Mill in the 1950s. Today, only two forest product companies operate in the Kalama regions: RSG/Gram Lumber and Columbia Fiber. RSG/Gram is one of the largest employers in all of Cowlitz County, with around 250 employees reported in 2004.

In 1960, work was completed on a six million dollar grain elevator that the port leased to the Northern Pacific Grain Growers Association. Dow Chemical purchased land from the port the same year as Kalama's commercial base slowly began to take shape. The Dow Chemical facility is now operated by Noveon Specialty Chemicals, a manufacturer of food-grade products and other specialty chemicals for consumer and industrial applications that employs around 300 people.

With the completion and dedication of the new Kalama Marina in 1977, the town's attractiveness as a place to live increased even further. The diversity of industrial, residential, recreational and scenic factors can only be expected to draw new talent and people to the area. Recent growth in employment at the port can be attributed to the addition of BHP (now Steelscape), which started operation at the North Port Industrial Area in 1997. Steelscape currently employs over 300 people at its Kalama site.

Population Dynamics

According to 2004 estimates (OFM), the City of Kalama is home to 1,950 residents. The 2000 Census recorded a population of 1,783. Between 1990 and 2000, Kalama's population grew quickly, with more than a 47% increase in population during the ten-year period. In fact, Kalama was the second fastest growing city in Cowlitz County between 1990-2000, right behind Woodland. Population growth in the years prior to the 1990s is characterized by much smaller fluctuations (both positive and negative) as illustrated in Table 3-1.

Kalama's high growth rate can at least be partially explained by several annexations

over the last 10 years. Between 1995 and 2004, Kalama has annexed around 630 acres, although a significant portion of this land was (and still is) vacant timberland.

Table 3-1: City of Kalama Population Growth, 1950-2000

Year	City Population	Ten-Year Growth Rate
1950	1,121	9%
1960	1,088	-2.9%
1970	1,106	2%
1980	1,216	9.9%
1990	1,210	0%
2000	1,783	47.4%

Source: U.S. Census, OFM

While Cowlitz County has historically grown in population at a higher percentage rate than Kalama (Table 3-2), the city has outpaced the county over the last 15 years. In 2000, the City of Kalama represented 1.9% of total county population. Population growth has been slower outside of the city limits in terms of total percentage. Excluding, the City of Kalama, Census Tract 16 grew in population by 16.9% between 1990 and 2000, from 2,551 to 2,993 people. Again, annexation comes into play here and helps to partially explain the very high growth rates within the city, between 1990 and 2000.



Port of Kalama day-use area

Table 3-2: Cowlitz County Population Growth, 1950-2000

Year	County Population	Ten-Year Growth Rate
1950	53,369	32.9%
1960	57,801	8.3%
1970	68,616	18.7%
1980	79,548	15.9%
1990	82,119	3.2%
2000	92,948	13.2%

Source: U.S. Census, OFM

Population Projections

Table 3-3 summarizes the estimated population of the City of Kalama since the 2000 Census. These estimates are derived primarily from building permit data that was provided to the state from the city. All told, Kalama has added an additional 167 people since 2000 with an average annual growth rate of 2.35% between 2000 and 2004. The Office of Financial Management (OFM) estimates the population of Cowlitz County at 95,300 for 2004. Between 2000 and 2004 Cowlitz County grew an estimated 2.5%, while the City of Kalama grew at 9.4% during the same period. These growth rates are especially impressive, considering that there have been no city annexations since 2000.

Table 3-3: Estimated Post-Census Population Growth in Kalama

Year	City Population	Annual Growth Rate
2001	1,840	3.2%
2002	1,870	1.6%
2003	1,935	3.5%
2004	1,950	0.7%

Source: OFM, 2004

Assuming a 2.4% annual growth rate, the City of Kalama will have an estimated population of 3,209 people by the year 2025. Washington State has produced population estimates for Cowlitz County's using three different growth scenarios (low, medium and high). Using the medium growth rate, Cowlitz County will have an estimated population of 136,114 people by the year 2025 (Table 3-4).

Table 3-4: Projected Population, Kalama and Cowlitz County

Year	City Population	County Population*
2005	1,997	98,764
2010	2,248	107,903
2015	2,531	117,163
2020	2,850	126,797
2025	3,209	136,114

*County projections from OFM, Intermediate Projection (2002)

If the intermediate projections hold true, Cowlitz County will grow fast enough (over 17%) to trigger mandatory compliance with the Growth Management Act by 2015 or perhaps a little sooner. However, it is important to note that long-range population projections are rarely accurate and changes in the economy and other factors could drastically alter the future population of the county. Cowlitz County's population is currently well below the intermediate projection for 2004 (but above the "low" projection), meaning it could be many more years (if ever) before it potentially reaches the GMA threshold.

Land Use Classifications

Existing Land Use

In the spring of 2005, an existing land use inventory (Figure 3-1) was conducted so that a thorough understanding of the type and distribution of existing land uses could be ascertained. The inventory utilized eight broad land use categories (Table 3-5) that were distinct from zoning labels or comprehensive plan land use categories. The inventory indicated that a significant portion of the city's land base (within city limits) is presently undeveloped (68%). The second most common land use type observed, low-density residential, accounted for around 16% of all developed land within the city. Industrial and public lands each account for approximately 7% of city land. The four remaining categories each represented less than one percent of total land area. Overall, the total developed area within city limits is estimated at 32% or 396 acres.

Table 3-5: Kalama Land Use Inventory

Land Use Classification	Acres	Percentage
Low-Density Residential	193	16%
Duplex/Triplex/Man. Home Park	8	<1%
Multi-Family (>3)	6	<1%
Commercial	15	1%
Industrial & Manufacturing	81	7%
Public (schools, parks)	89	7%
Transportation/Utility	4	<1%
Vacant/Undeveloped	823	68%
Total Acres	1,219*	

*Excludes most roads, highways, etc.

**Insert Figure 3-1: Land Use Inventory
Map**

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Existing Land Use Designations

Land use classifications discussed in this section represent a generalized and simplified version of established regulatory land use divisions. Existing land use classifications within the City of Kalama are dominated by residential uses (Table 3-6). Residential uses account for around 83% of land (includes developed and undeveloped land). It should be noted that this figure is inflated as it also includes roads, some parks and other features. Industrial and commercial lands represent a significantly smaller share of city land, which is typical in nearly all jurisdictions.

Table 3-6: Land Use Designations

Classification	Acres	Ratio
Single-Family	931	67%
Med. Density Res.	165	12%
Multifamily	46	3%
Central Business District	22	2%
Highway Commercial	69	5%
Industrial	147	11%

As was mentioned prior, a sizeable portion of the city's land base is undeveloped and vacant. Accordingly, an analysis was done of all vacant land to determine which current land use classifications the undeveloped land fell into. As presented in Table 3-7, there is sizeable vacant land in all land use classifications, with the exception of the Central Business District. As a result of this analysis and in light of recent zoning code updates, the city has determined that future land uses within the city should mirror existing land use classifications.

Table 3-7: Vacant Land by Designation

Classification	Acres	Ratio
Single-Family	656	71%
Med. Density Res.	67	41%
Multifamily	37	80%
Central Business District	1.6	7%
Highway Commercial	64	93%
Industrial	N/A	N/A

Although there is limited vacant land in the Central Business District, there is minimal room for expansion of this area.

Redevelopment coupled with new construction (mainly in-fill) on vacant land should allow for moderate commercial growth in the downtown area. Although most of the land slated for Highway Commercial development is vacant, there are only a handful of individual parcels that comprise the area. As a result, additional commercial land is a priority for the city and all future annexations will be evaluated for commercial possibility.

Despite the high percentage and overall quantity of vacant residential land, the city has many limiting factors that impact residential development, namely very steep slopes. Additionally, a sizeable portion of the vacant residential land within the city is used as managed timberland (DNR) and may not be developed for many years.

Additional discussion of land needs occurs in the Housing Element (Chapter 4), where future housing and land projections are provided through the year 2025. Industrial land needs were not calculated as part of the comprehensive plan process. By and large, most industrial land surrounding the city is part of the Port of Kalama and is within the jurisdiction of Cowlitz County. The city's

existing boundaries provide little to no additional feasible room or location for industrial enterprises. Therefore, the city will likely have to annex territory and should work closely with the Port of Kalama if/when it chooses to increase its industrial land base.

Comprehensive Plan Land Use Classifications

At this stage, the City of Kalama does not find the need to alter its future land use designations within the city limits. The zoning code was substantially updated several years ago and based on land use and population projections, there is no basis to deviate from the status quo. Nonetheless, a comprehensive land use map has been created (Figure 3-2) to formalize the city's position and update the 1994 Comprehensive Plan Map. The following guidelines and recommendations will be utilized to guide land use decisions and assist with future annexation and related zoning issues. Should the city and Cowlitz County devise a long term growth program for the adjacent unincorporated area at a latter date, the future land use map should be concurrently revised to reflect the specific development patterns established in the process.

Low-Density Residential – Designed to accommodate maximum residential densities of around four to six dwelling units per gross acre for single-family development. May also include higher density to accommodate infill within existing neighborhoods. This is the dominant land use classification for the city and it encompasses a wide range of territory. Home occupations may be acceptable.

Medium-Density Residential – This classification allows for the construction of

multiple dwelling units on a single lot. Duplexes, triplexes and fourplexes may all be considered under this heading and there may be some crossover between medium to high density, depending on specific code standards. Densities vary greatly, but average around twelve dwelling units per acre. Manufactured home parks may be appropriate when neighborhood compatibility can be achieved. Home occupations may be acceptable.

High-Density Residential – This classification provides for higher density housing such as apartment complexes, condominiums and townhouses. This category may also include triplexes and fourplexes depending on specific code provisions. Manufactured home parks may be acceptable when neighborhood compatibility can be achieved. The recommended density may reach upwards of 20 to 35 dwelling units per gross acre. Home occupations may be acceptable if they are limited in scale.

Commercial – Commercial areas include those areas where intensive commerce is encouraged. The downtown commercial area includes the historic heart of the city. Land uses are oriented towards smaller retail stores, finance, services, insurance, real estate, office space, restaurants, recreation, governmental uses, mixed uses and cultural activities. Pedestrian walkways linking residential areas and other parts of the city with downtown are crucial. Discouraged uses include those that are land consumptive such as warehouses automobile sales lots and other uses better suited for commercial areas outside of the downtown core. Commercial areas outside of the downtown commercial area are generally suited for a wide range of intense uses, activities and land-consumptive enterprises that are primarily oriented towards automotive traffic and access.

**Insert Figure 3-2: Comprehensive Plan
Land Use Map**

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Industrial – This classification is for intensive activities, services and supplies that are utilized by industry and its workers at locations free from potentially incompatible activities and land uses. The city has very little vacant industrial land available. Outside of the city limits, there are vacant industrial lands within the Port of Kalama industrial area.

Public/Quasi-Public – This designation includes facilities and land that are in public or quasi-public ownership. This includes parks and recreational facilities, public schools and grounds, government buildings and grounds and utility stations. Lands with this designation technically fall into one of the other classifications (floating zone). The city may wish to establish specific standards and regulations for this classification at some point in the future.

Although “open space” is not listed as a future land use designation, it should be noted that numerous lands will serve as open space as a result of steep slopes, wetlands, streams and riparian areas, establishment of recreational trails and other reasons. Many land uses classified as “public/quasi-public” also serve open space needs. Proposed trails and other park and recreation elements that function (in part) as open space, are also discussed and mapped in the city’s Park and Recreation Plan completed in 2002.



Aerial view of Kalama

Urban Service Area & Annexation

In April of 2005, the City of Kalama adopted an “Urban Services Area Program” to formalize the city’s policy for utility service (primarily sanitary sewer) and to establish conditions related to concurrent or future annexation in exchange for service. The program includes an Urban Services Boundary (shown in Figure 3-2) that represents a logical service boundary for city infrastructure. As detailed in Chapter 5 (Capital Facilities, Utilities & Services), the city has an extensive water system network that provides service to a large area well outside of city limits. Sanitary sewer service is more tightly constricted and is almost entirely within the city. Sanitary sewer does run approximately one mile north of the existing city limits to Columbia Terrace Estates (115 connections). The Urban Service Area is expected to accommodate growth of the city well past 2025.

From the city’s perspective, there are a number of reasons to support expansion of city boundaries to the north and south, including:

- ❑ The desire to have additional highway commercial lands at Exit 27 and Exit 32 to encourage economic development and increased revenue for the city.
- ❑ The fact that existing densities in many areas within the service boundary are approaching urban in character.
- ❑ The desire to influence land use decisions and development that will shape the future of the city and surrounding area.
- ❑ The need for additional commercial, industrial and multifamily land.

- ❑ Commercial businesses will likely require water and sanitary sewer service.
- ❑ The need for a logical service boundary given the sanitary sewer service area established in the 2002 General Sewer/Wastewater Plan and 2002 Water System Plan.
- ❑ Full urban services are already in place (or scheduled) for much of the unincorporated land within the Urban Service Area.

Proposed annexations will be reviewed for compliance with the Comprehensive Plan, Urban Service Area Program and other pertinent documents. The Planning Commission is charged with the task of closely reviewing annexations and proposing appropriate land use designations to the City Council.

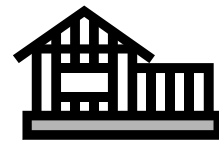
At this point, the city does not wish to specify a specific future land use scenario for the Urban Services Area for a number of reasons. First, the city has no formal growth boundary or policy with Cowlitz County regarding growth, development and zoning in the unincorporated areas adjacent to the city. This means that regardless of how the city envisions land use in the Urban Service Area and without an agreement with Cowlitz County, allowed uses by the county will dictate the type, density and pace of development in the unincorporated area.

As a result, assigning specific land uses in the area would carry no real weight and because “as-built” conditions could change dramatically over even a short period of time, prescribing future zoning would be only speculative at this point and serve no useful purpose. However, should Kalama and Cowlitz County develop a joint planning area (or other derivative) with consistent

zoning, future land use classifications would need to be a critical component of the program. A land use inventory and other supporting analysis would also have to be conducted. In the interim, the city will evaluate each annexation proposal on a case-by-case basis to establish appropriate zoning, using the following general guidelines:

North Urban Services Area

A sizeable portion of this area should be developed into medium and high-density residential uses. Pre-existing development including a 115 unit manufactured home park and the need for additional affordable housing opportunities, lend support to this stance. A total of 1,100 acres (approximate) are included in the northern service area. Areas significantly impacted by steep slopes and geologically hazardous areas are better suited for lower-density residential uses. Land adjacent or nearby to Exit 32 should be designated for highway commercial uses and/or industrial development. The city should work closely with the Port of Kalama to ensure adequate industrial land is provided and zoned accordingly. Areas for future parks and recreational areas including trails should be considered. All lands adjacent to the Kalama River shall be zoned to ensure adequate stream buffers are provided in accordance with critical area regulations.



South Urban Services Area

The southern portion of the Urban Services Area should be designated to allow a wide variety of uses. The south service area includes around 625 acres that are typified

by residential, commercial and industrial land uses. Lands west of I-5 are probably most appropriate for industrial or commercial uses. The immediate area around Exit 27 provides an ideal opportunity for highway commercial development. The city should work closely with the Port of Kalama to ensure adequate industrial land is provided and zoned accordingly. The southern end of the city limits is already zoned for commercial activity and a contiguous continuation of commercial land makes logical sense. Remaining lands within the service boundary should be encouraged to develop into a range of residential densities.



Northwest view of Marina and Port of Kalama area

CHAPTER 4 HOUSING



Kalama residence along N. Second Street

The Housing Element of the Comprehensive Plan represents the city's policy plan for housing over the next 20 years. The Housing Element is consistent with the Land Use Element and was designed to fully accommodate anticipated growth for residents at all income levels. The City of Kalama seeks to preserve and enhance existing neighborhoods, while at the same time ensuring that new residential growth is consistent with community goals and policies. Kalama's small-town appeal and other amenities will be protected and enhanced by promoting compatible residential growth.

The Housing Element includes a detailed analysis of housing demographics including number of units, household size, household characteristics, housing conditions and vacancy rates. Housing affordability is also discussed along with projected housing needs through the year 2025.

Housing Goals

1. Provide for and encourage a variety of housing types, options and densities with

the intent of supplying a range of housing choices for every citizen of the community.

2. Ensure that all persons have access to housing that meets acceptable standards of safety and sanitation.
3. Plan and provide for a sufficient supply of land so that housing costs can remain affordable; promote in-fill and redevelopment in existing residential areas.
4. Promote Kalama's uniqueness in terms of scenic views, Columbia River access, Port influence, highway access and other amenities for future residential development.
5. Seek to blend new housing developments seamlessly into existing residential neighborhoods so that community character is retained.
6. Promote the restoration of historic properties and older housing stock.

Housing Policies

1. Encourage new housing on vacant land within the city limits to utilize streets and urban services already in place.
2. Require and encourage adequate open space, parks, landscaping, public facilities and innovative design criteria with all residential development.
3. Actively seek funds, provide incentives and use all means available to encourage the rehabilitation of substandard housing.

4. Encourage the Kalama Housing Authority to participate in regional housing programs.
5. Consider the impact each development will have on views from surrounding properties when reviewing residential plats.
6. Consider locating high-density residential development near commercial areas, employment centers, public transportation and where utilities and city services can provide appropriate levels of service.
7. Provide a transition between single-family development and high-density housing and/or commercial development when practical by utilizing medium-density residential areas.
8. Consider residential densities of up to four dwelling units per lot in medium-density zones, assuming traffic and parking impacts are minimized.
9. Encourage in-fill development including small-lot development in existing residential neighborhoods.
10. Consider innovative techniques such as mixed-use (typically commercial at ground level with residential above) development in commercial zones.
11. Strive to maintain housing stock consisting of 75% single-family and 25% multifamily residential units to encourage housing choice, affordability and sufficient rental stock.

Housing & Population

Housing is a critical component of any community because it serves as the basic

building block of neighborhoods, lending a sense of identity to a place. The housing situation in Kalama is characterized by a variety of housing types and architectural styles. Historic homes dating to the turn of the century complement and add authenticity to the city's downtown, while many new homes are oriented to take full advantage of the Columbia River and territorial views.

According to the Kalama Community Survey done in conjunction with the comprehensive plan, residents are attracted to the city primarily by its small-town atmosphere and its proximity to employment opportunities (see Appendix A). Half of all survey respondents moved to Kalama from out of state, and nearly a quarter had lived in Kalama for five years or less. Interestingly, only a small percentage reported having moved to the city principally because of housing.

Most of the compiled data in the proceeding pages was obtained from the 1990 and 2000 Census and from the Washington State Office of Financial Management (OFM). Other information was provided by the Department of Housing and Urban Development (HUD) and local sources. When figures and tables reference Cowlitz County data, they also include statistics from the City of Kalama. Unless otherwise noted, facts and figures referenced in the text were obtained from the U.S. Census Bureau.

Housing Units & Population

Overall, there is a diverse range of housing options within the City of Kalama in terms of age, type, price and tenure (owner or renter). Between 1990 and 2000, the population of Kalama grew by 47%, while the number of housing units jumped by

nearly 39% and the number of households grew by 35% (see Table 4-1). As defined by the U.S. Census Bureau, a “household” is simply an occupied housing unit. Cowlitz County’s population grew around 13% between 1990 and 2000. Therefore, it is clear the Kalama grew at a much faster pace than the county over the same 10-year span.

Table 4-1: Kalama Demographic Characteristics, 1990-2000

Characteristic	1990	2000
Population	1,210	1,783
Households	476	732
Housing Units	491	800
Owner-Occupied	281	499
Renter-Occupied	195	233
Vacant Units	15	68

Source: Census 2000

When compared to other cities in Cowlitz County, only Woodland grew at a faster pace than Kalama between 1990 and 2000. Between 2000 and 2004, Kalama grew at an estimated total rate of over nine percent and is now home to around 1,950 residents (Table 4-2). Again, only Woodland (at 9.5%) grew faster between 2000-2004. This figure becomes even more remarkable when one considers that Kalama was impacted by a sewer moratorium enacted in May of 2002 that was not lifted until April of 2005. The moratorium resulted in a decrease in residential building permits and new subdivision applications. Accordingly, the city may experience a sharp spike in new residential development in the next few years, followed by a slowing of activity.

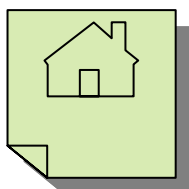


Table 4-2: Population Change, 1980-2000

Year	Population	Increase
1980	1,216	9.04%
1990	1,210	-.5%
2000	1,783	47%
2004	1,950	9.4%

Source: U.S. Census, OFM (2004 estimate)

In terms of age distribution, the City of Kalama is unique because of its relatively level distribution of residents. As Table 4-3 illustrates, over 56% of the city’s population is at least 35 years old. Approximately one quarter of the city’s population is school-aged. The median age of Kalama is 39.5, which is older than the state average of 35.3 years old. Kalama also has a higher percentage of older residents (age 65 and over) than the state average.

Table 4-3: Population by Age Group

Age Group	Population	Distribution
0-9	240	13%
10-19	257	14%
20-34	287	16%
35-49	392	22%
50-64	346	19%
65+	261	15%
Total	1,783	100%

Source: Census 2000

As a whole, population figures suggest that while Kalama’s population and housing needs are growing, new residents are likely older, and housing units have fewer people in them. This trend is in stark contrast to many of Kalama’s municipal neighbors including the cities of Woodland, La Center, Ridgefield and Battle Ground, all of which are being inundated with younger families with school-aged children. As Kalama

continues to grow and as population pressure moves further north (up I-5), this trend may begin to partially reverse itself in the next decade.

The median household size in Kalama has decreased from 2.54 people in 1990 to 2.44 persons per household in 2000 (Table 4-4). Given that the median age of residents is older than the state average, it is clear that Kalama may be attracting older individuals with few or no children at home. Couple this with the fact that a number of recent view developments targeted towards upper-income buyers have been constructed in the last few years, and the drop in household sizes becomes plausible. This also helps to explain why the Kalama School District has not seen noticeable increases in student population over the last 15 years, despite the high growth rates experienced by the city.

Table 4-4: Household Size by Tenure

	Average Household Size
Owner	2.41
Renter	2.50
Median	2.44

Source: Census 2000

Housing Unit Type

The majority of city residents reside in single-family homes (Table 4-5). When manufactured homes are included, single-family dwellings account for 78% of all housing units. Compared to Washington State as a whole, the city has a higher percentage of its residents occupying single-family dwelling units (including manufactured homes). Recent building permit data compiled between 2000 and 2004, suggests that single-family residences and manufactured homes are continuing to grow in share, as no multifamily units were built during this span.

Table 4-5: Housing Unit Estimates, 2004

Type	Count	Distribution
Single-Family	473	54%
Multifamily	191	22%
Manufactured	208	24%
Total	872	100%

Source: OFM, 2004

Housing Conditions

The general condition of housing in Kalama is remarkably good, despite many older structures and an aging population that, because of mobility issues, may defer maintenance. In fact, many of the city's older housing units have been rehabilitated and restored to their original condition. As detailed in Table 4-6, around 27% of houses within the city were constructed prior to 1960. Most of the city's older housing stock is located east of downtown, west of Taylor Road, south of Juniper Street and north of Cloverdale Road.

Table 4-6: Age of Housing Stock

Year Built	Percent
1939 and earlier	16.5%
1940-1959	10.6%
1960-1969	10.6%
1970-1979	16.6%
1980-1989	13.1%
1990-1994	11.8%
1995-1998	15.0%
1999-2000	5.9%

Source: Census 2000

According to the 2000 Census, only one housing unit lacked complete plumbing facilities, and just four were without telephone service, the latter of which does

not necessarily imply poor housing conditions. There were no housing units lacking complete kitchen facilities. The primary heating source was electric (91%), with a few residences also using gas (5%) and wood (3%). Nearly all units were hooked to the city's water and sanitary sewer systems.

Occupancy and Tenure

Housing units are classified as either being owner or renter-occupied. In Kalama, 68% of housing units are owner-occupied, while 32% of residents rent their home (see Table 4-7). The rate of homeownership in Kalama is higher than the state average (65%) and represents a significant increase over the 1990 figure. Housing units used for seasonal, vacation or occasional use make up just over one percent of the city's supply. The historically low interest rates of the last couple of years have likely pushed the percentage of owner-occupied housing even higher since 2000.

Table 4-7: Housing Unit Tenure

Year	Owner Occupied	Renter Occupied
1990	59%	41%
2000	68%	32%
Change	+9%	-9%

Source: Census 2000

In 1990, the City of Kalama had a very low vacancy rate, particularly for non-rental properties (see Table 4-8). Vacancy rates are important because they provide a measure of choice for consumers seeking housing. For example, a low vacancy rate means that someone looking for a given property has very few options to select from. Furthermore, a low vacancy rate can also drive up the cost of housing (rental and non-rental), which can greatly impact renters; a

group already more likely to spend a higher percentage of their income on housing than non-renters.

Table 4-8: Vacancy Rates, 1990-2000

Housing Tenure	1990	2000	Change
Homeowner	0.70%	2.30%	1.60%
Rental	2.50%	12.40%	9.90%
Overall	3.10%	8.5%	5.40%

Source: Census 2000

While there is no universally accepted vacancy figure that a community should strive for, a healthy vacancy rate is generally believed to exist between five and eight percent. In 2000, the city had a vacancy rate of over eight percent. The higher than "normal" vacancy rate for rental units (12%) may suggest that prospective residents are more interested in purchasing a home, rather than renting. Low mortgage rates and other factors may also help to partially explain this trend. If vacancy rates continue to remain high, some landlords may decide to sell their single-family rental units outright; a move that would reduce available rental stock within the city.



Residential development along Horizon Drive

Housing Affordability

According to RCW 43.185B.010(1), “affordable housing” is defined as “residential housing that is rented or owned by a person or household whose monthly housing costs, including utilities other than telephone, do not exceed thirty percent of the household’s month income.” The 2000 Census reported that the median household income for city residents was \$38,152 in 1999 (see Table 4-9). Median household income for Cowlitz County is estimated by OFM at \$43,675 for 2004. Assuming a modest two percent annual growth, median household income is estimated at around \$42,123 for 2004 for the city of Kalama (unofficial estimate).

Table 4-9: Median Household Income, 1989-1999

Jurisdiction	1989	1999	Increase
Kalama	\$30,542	\$38,152	25%
Castle Rock	\$22,582	\$37,212	65%
Kelso	\$23,887	\$29,722	24%
Longview	\$25,535	\$35,171	38%
Woodland	\$25,615	\$40,742	59%
Cowlitz Cty.	\$27,866	\$39,797	43%

Source: Census 2000

Approximately one quarter of all homeowners and one third of all renters spend more than 30% of their income on housing costs. Overall, rental housing within the city is moderately priced, with a median monthly rent of \$538 according to the 2000 Census. A review of the Daily News classified ads in March and April of 2005 reveals rents averaging between \$500 and \$700 for two bedroom apartments and homes. Rents are considerably less expensive in Cowlitz County as a whole, compared to the overall state average (Table 4-10).

Table 4-10: Fair Market Rent for Cowlitz County and Washington State, 2005

Bedrooms	Cowlitz County	Washington State
Studio	\$390	\$530
1 BR	\$490	\$605
2 BR	\$569	\$745
3 BR	\$829	\$1,052
4 BR	\$945	\$1,233

Source: HUD

An affordability analysis of rental housing within the city suggests that rental housing is affordable to those households earning 80% of median income (\$30,522). Those households earning 50% of median income (\$19,076) are short nearly \$4,000 in annual income, assuming no more than 30% of income is spent on housing. Clearly, many lower income households spend more than 30% of their income on housing; a trend that is consistent with state and national estimates.

Regarding the affordability of single-family residences (owner-occupied), there appears to be at least a slight disparity between home expenses and income. Median monthly homeownership costs (including mortgage, taxes and insurance) are \$1,108 (Census 2000). When compared to the median income, homes appear slightly unaffordable for at least half of the population. Households earning the median income of \$38,152 should not have housing costs that exceed \$954 per month. This suggests that many homeowners are spending in excess of 30% of their gross income on housing. See the “Housing Costs” heading below for more discussion on home prices in the Kalama area.

At present, very few new residential developments have been constructed for lower income households, despite abundant land and zoning provisions encouraging in-fill development. It is anticipated that as the city's existing housing stock ages and as higher density housing is constructed, more affordable home ownership opportunities will exist. Again however, there are a variety of market factors beyond the city's control that will ultimately determine the ratio of housing types and the price of single-family residences and rental housing.

The Lower Columbia Community Action Council (CAP) provides self-help housing to low and moderate income individuals throughout Cowlitz County. Selected families are required to work a minimum number of hours per week for around one year. Typical homes have three or four bedrooms, one or two baths and an attached garage and are approximately 1,400 square feet. One project usually involves seven to ten homes and all homes must be completed before anyone moves in. Participants receive the home with no down payment, instant equity, low interest rates and may also have reduced payments based on income. The CAP has been active in Kalama, building a number of homes in the Whitney Addition, south of Ashland Street.

Rental stock could potentially increase if the city allowed accessory-dwelling units in residential zones. Unfortunately, the terrain and historical development pattern of the city does not easily lend itself to such a provision. Parking (namely the lack thereof), inadequate access (private drives, etc.) and safety concerns relating to emergency vehicle access, all work against such an approach. However, new developments could potentially incorporate the necessary infrastructure and off-street parking needed to support accessory

dwelling. The city does allow residential units in the downtown commercial area (mixed-use) as a conditional use.

Housing Wage

The "housing wage" is the amount a fulltime (40 hours a week) worker must earn per hour to afford a two-bedroom unit at the State's Fair Market Rent. The housing wage in Washington State is estimated at \$14.32 an hour.¹ In Cowlitz County, the housing wage is calculated at \$10.94. A worker making minimum wage would have to work an average of 61 hours per week to afford a two-bedroom apartment in Cowlitz County. The estimated median income for renters in Cowlitz County is \$28,221. Table 4-11 illustrates how much annual income is necessary to reasonably afford various sized rentals.

Table 4-11: Annual Income Needed to Afford Average Rent, 2005

Bedrooms	Cowlitz County	Washington State
Studio	\$15,600	\$21,207
1 BR	\$19,600	\$24,213
2 BR	\$22,760	\$29,786
3 BR	\$33,160	\$42,075
4 BR	\$37,800	\$49,318

Source: HUD

The City of Kalama contains a moderate share of "low income" and "very low income" households. The U.S. Department of Housing and Urban Development (HUD) defines "low income" as households with income at 50% to 80% of median income. Based on Census 2000 ratios, around 24% of Kalama households are classified as "very

¹ See "Out of Reach (2004)," published annually by the National Low Income Housing Coalition.

low income,” while 14% are deemed “low income.” While the percentages may seem high at first glance, the proportions are consistent and similar to those found in cities and counties throughout southwest Washington.

The 2004 income limits established by HUD are showed in Table 4-12. Housing needs for low-income individuals and families are partially met by the Kalama Housing Authority (KHA). The KHA provides housing assistance to lower income households within the city via Section 8 rental vouchers and through a limited number of units that they own and operate. An estimated four percent of city residents utilize rental vouchers.

Table 4-12: Income Limits for Cowlitz County Based on a Median Family Income of \$55,000

Household Size	Low Income (50-80% of median)	Very Low Income (<50% of median)
1 Person	\$30,800	\$19,250
2 Person	\$35,200	\$22,000
3 Person	\$39,600	\$24,750
4 Person	\$44,000	\$27,500
5 Person	\$47,500	\$29,700
6 Person	\$51,050	\$31,900
7 Person	\$54,550	\$34,100
8 Person	\$58,100	\$36,300

Source: HUD, 2004

Recent development activity in the city has been centered on single-family development marketed to middle and upper-income individuals. As a hillside community with abundant views, many expensive view homes are being constructed at various sites throughout the city. Thus, it is expected that the percent share of “low income” and “very

low income” households will decrease in the coming years. The city will need to ensure that an adequate supply of higher density land is available to meet the demands of lower income individuals. Table 4-13 summarizes household income in the city.

Table 4-13: Household Income

Annual Income	Households	Percentage
<\$15,000	126	17%
\$15,000-\$24,999	91	12%
\$25,000-\$34,999	118	16%
\$35,000-\$49,999	129	18%
\$50,000-\$74,999	145	20%
\$75,000-\$99,999	65	9%
>\$99,999	64	9%

Source: Census 2000

Multifamily Housing

Multifamily housing refers to residential structures other than single-family dwelling units (including manufactured homes). Multifamily housing is constructed to meet the needs of a wide range of households and income levels. Kalama may wish to attract “high-end” multifamily developments (e.g., condominiums, townhouses, etc.) that take advantage of excellent water views. In the city there are an estimated 191 multifamily housing units (OFM, 2004). While many of the multifamily units are duplexes, triplexes, or fourplexes, there are also a small handful of apartment complexes scattered throughout the city. The sizes of the complexes are generally small, with none exceeding 20 apartment units per structure.

The city recognizes the potential need for additional land classified as high-density residential to ensure adequate supplies of affordable housing options and facilitate consumer choice. Many communities strive for a 75/25 percent mix (3:1 ratio) of single-

family and multifamily housing units. Currently, the city comes very close to meeting this standard with multifamily housing stock accounting for 22% of all units. To continue on this trajectory and possibly increase the percentage of multifamily housing units, the city needs to encourage multifamily development. However, residential development is based on market conditions, which change frequently and are difficult to predict.

There has been no new high-density residential development in Kalama for many years, and it is somewhat unclear if a broad “zone it and they will build” policy will be effective. To complicate matters further, land that has comprehensive plan and zoning designations supporting multifamily residential uses can also be used for single-family residences (or medium density development) unless a policy or standard is established to create zones exclusively for multifamily purposes. As a result, projections of the future splits in housing types are difficult to estimate with any real certainty.

Manufactured Homes

Manufactured housing makes up an important component of affordable housing in Kalama. For 2004, manufactured homes and mobile homes were estimated at 208 housing units (24% of total housing stock). The city has one older mobile home park and no manufactured home parks. Indeed, manufactured home subdivisions, with homes on individual platted lots, are becoming increasingly popular.

In compliance with new state regulations (SB 6593), the City of Kalama regulates manufactured homes no differently than site-built homes. Manufactured homes are permitted in all zones that allow single-

family residences. Manufactured homes sited in the city must be placed on a permanent foundation and by definition (RCW 35.63.160), be comprised of at least two sections.

Manufactured homes provide an important source of affordable housing to many homeowners and renters. In Washington State, almost a fifth of new residences are manufactured homes. According to the Affordable Housing Advisory Board (2004), manufactured housing fills a gap in affordable home ownership for two main groups: first-time homebuyers (often new families) and retired senior citizens.

Housing Costs

According to the 2000 Census, the median percentage of household income spent on home ownership was just over 22% for those households with a mortgage. The median value of specified owner-occupied housing units in Kalama was \$139,200 (excludes mobile and manufactured homes and housing in multi-unit structures). Data from the Washington Center for Real Estate Research places the median home sale price for the second quarter of 2004 at \$121,500 for Cowlitz County. According to the Northwest Multiple Listing Service, the median sales price for homes in the Kalama area (which includes homes outside of city limits) was \$158,000 for the month of March 2005, with an average price of \$187,664.

Generally speaking, home prices in Cowlitz County tend to be higher in relation to their proximity to Clark County and the Portland/Vancouver Metropolitan Area. The 2000 Census mostly supports this assertion, although Kalama was ranked below Longview in terms of home value (Table 4-14). However, more recent real

Table 4-14: Median Home Values for Selected Cities and Cowlitz County

City/County	1990	2000	Increase
Kalama	\$57,400	\$105,400	84%
Kelso	\$48,400	\$91,300	89%
Longview	\$61,100	\$118,800	94%
Woodland	\$59,700	\$118,100	98%
Castle Rock	\$48,400	\$97,100	101%
La Center	\$54,700	\$161,700	196%
Ridgefield	\$58,400	\$160,500	175%
Cowlitz County	\$61,300	\$125,100	104%

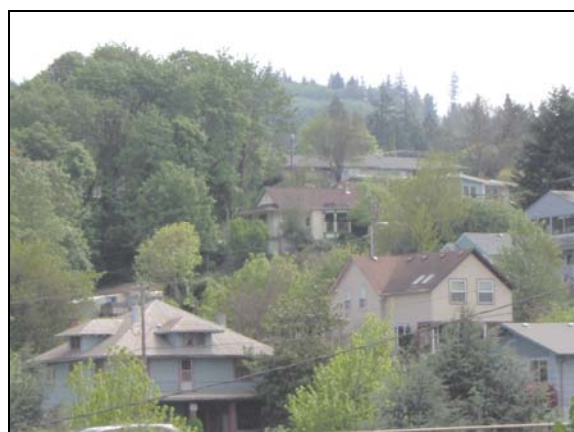
Source: Census 2000

estate trends suggest the homes in and around Kalama are fetching some of the highest prices in all of Cowlitz County. Properties within the city limits do tend to be priced lower than those in unincorporated Cowlitz County, as many properties outside of the city limits include sizeable acreage.

Irrespective of size, new and older houses in the city vary widely in price depending on lot size and available views. A check of recently completed plats illustrates that most residential lots range from \$50,000 to \$100,000. New site-built homes of average size run anywhere from \$150,000 to over \$300,000 depending on views, lot size and other factors. Many older homes have been restored and fetch prices consistent with new construction. Smaller homes, manufactured homes and “fixers” can all be had for less than the median sale price. In 2004, the average sale price in Kalama (based on 34 sales) was \$172,875 and the median sale price was \$152,500 (Cowlitz County Auditor’s Office).

As previously mentioned, the city also permits the placement of manufactured

homes in all zones that allow stick-built single-family residences. Manufactured homes provide an opportunity for those wishing to live in a detached single-family dwelling unit, but cannot afford (or chose not to purchase) a new stick-built residence. However, there are many older homes in need of repairs that may also be in a similar price bracket. In the end, it is clear that prospective homebuyers and renters have a broad range of options that can accommodate residents at all income levels.



Residential neighborhood in Kalama (looking southeast)

Future Housing Needs

A critical component of long-range planning includes the analysis of future housing needs in the context of the projected additional residential units and land needed to accommodate anticipated growth. Table 4-15 provides a comparison of total housing units and population at five-year intervals. The 2005 figure may be slightly low, as the OFM estimates housing units in Kalama to number 872 units for 2004. However, it is important to remember that actual housing unit counts are conducted only once every ten years and the projected figure is certainly within the margin of error.

Table 4-15: Population and Housing Projections, 2005-2025

Year	Population	Housing Units*
2005	1,997	867
2010	2,248	977
2015	2,531	1,100
2020	2,850	1,238
2025	3,209	1,394

*Factors in a 6% vacancy rate

Based on an estimated population of 3,209 residents by the year 2025, the City of Kalama will need to accommodate an additional 594 housing units (Table 4-16). It is assumed that the average household size of 2.44 persons per household will remain constant over the next 20 years and that a healthy vacancy rate of six percent will be maintained.

Table 4-16: Projected Housing Need, 2025

2025 Population	3,209
Persons Per Household	2.44
2025 Total Households	1,315
+6% Vacancy Rate	79
Sum	1,394
2000 Existing Housing Units	<u>-800</u>
NEW UNITS BY 2025	594

Based on the projected need of 594 additional housing units for the City of Kalama by 2025, the city will need at least 178 acres devoted to residential development assuming an average of four dwelling units per acre. This figure includes a 20% market factor to promote housing affordability and limit housing scarcity. Based on the steep terrain of the city and other limiting factors, the city will need to have at least 231 acres zoned to residential

to accommodate anticipated growth (assumes 30% of 178 is non-developable).

As previously detailed in the land use chapter, the city should have more than enough residentially zoned land to meet growth projections. It is also important to note that a large percentage of available undeveloped land in the city is owned by a handful of landowners (such as the DNR). Accordingly, depending on their long-term objectives, a sizeable portion of that land may not be developed for some time. However, with its sizeable land base, coupled with the possibility of future annexations, the city should have sufficient residential land to accommodate anticipated growth and maintain a level of affordability through the 20-year planning horizon. Despite abundant vacant land, additional multifamily land may be necessary to fully accommodate higher density housing needs.

At present, there are more than 760 acres of vacant residentially-zoned land, with over 650 designated for single-family development (low density). It is important for the city to maintain a healthy balance between single family and multifamily development. Anticipated multifamily housing needs are addressed in the next section.

Projected Multifamily Housing Needs

Multifamily housing is a general term that includes all attached housing units (opposite of single-family residence). The City of Kalama divides multifamily housing into two primary categories: medium density and high density. Medium-density housing generally consists of duplexes, triplexes and possibly fourplexes, while high density encompasses apartment complexes with four or more units per structure and similar development. There are 67 vacant acres in

the city zoned for medium-density residential development. Based on zoning provisions, there is a potential for approximately 40 housing units per acre within the high-density areas, although the actual number of constructed units would be substantially lower after parking, setbacks and roads are taken into account. There are around 46 acres zoned high-density residential within the city.

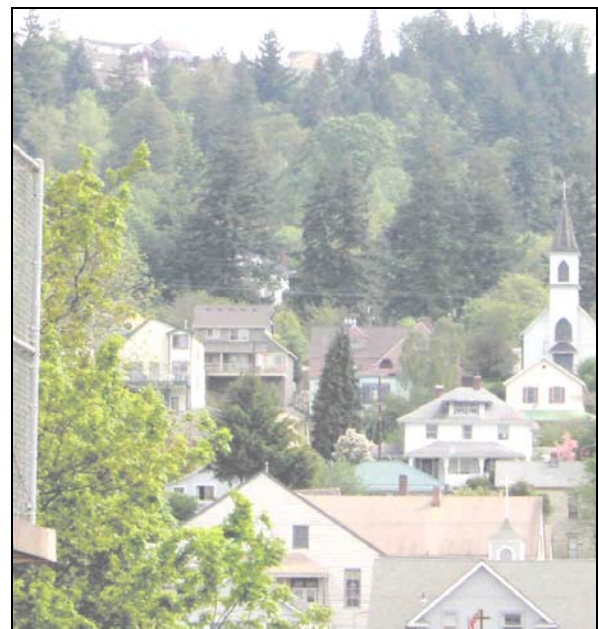
Figures from the 2000 Census indicate that housing units within the city are split 78% single family and 22% multifamily. Assuming that the city seeks to achieve a 3:1 ratio between single-family and multifamily residences, it will need to accommodate an estimated 149 multifamily units by 2025 (25% of 594).

As outlined in Table 4-17, the city requires a supply of approximately 30 acres of medium-density land and 22 acres of high-density land to meet future housing needs. Based on current zoning provisions, the city does have an adequate supply of vacant land to meet anticipated multifamily housing needs. However, it is important to keep in mind that multifamily zones also allow for single-family residential development. Thus, it is very probable that not all of the land zoned for multifamily development will be built to the maximum density permitted. Residential development is mostly determined by private sector market trends, which change often. For instance, as interest rates continue to rise, there may be more demand for higher-density housing as more people are priced out of single-family units. As a result, the city will need to review its land base consistent with future updates to the comprehensive plan.

There is tremendous potential for land within the Urban Services Boundary to support higher density housing needs.

Table 4-17: Projected Multifamily Housing Needs, 2025

Vacant Medium-Density Land	67 acres
Projected Housing Units 2025	37 units
Acres Needed @ 2 du/ac	18.5 acres
Market Factor @ 20%	3.7 acres
Non-Developable @ 30%	6.7 acres
Total Acres Needed	28.9 acres
<i>Currently Designated</i>	67 acres
<i>Surplus</i>	+38.1 acres
Vacant High-Density Land	37 acres
Projected Housing Units 2025	112 units
Acres Needed @ 8 du/ac	14 acres
Market Factor @ 20%	2.8 acres
Non-Developable @ 30%	5 acres
Total Acres Needed	21.8 acres
<i>Currently Designated</i>	46 acres
<i>Surplus</i>	+15.2 acres



City skyline with view looking east

Historic Preservation

This category includes buildings, site, structures, districts and objects deemed having recognized national, state, or local historical significance. The City of Kalama was platted in the 1870s and has many structures and other objects of historical significance. Recognition, preservation and restoration of its many historic resources may assist the city in terms of economic development (tourism) and in strengthening its clearly definable sense of place.

The Washington State Office of Archaeology and Historic Preservation (OAHP) administers two registers that formally recognize a range of historic and cultural resources. The *Washington Heritage Register* is a state-based program, while the *National Register of Historic Places* is a federal program created after passage of the National Historic Preservation Act in 1966 by Congress. Eligible properties include historic buildings, structures, sites, archeological sites and cultural landscapes.

Placing a property on the National Register helps to raise awareness of the value of historic and culturally significant resources and encourages their preservation. Historic sites help to sustain the social, cultural and economic well being of a community, lending a sense of place and contributing to community identity.

Owners of properties listed in the National Register may be eligible to take advantage of federal tax incentives for rehabilitation of certain properties. One particularly popular program is known as the Historic Investment Tax Credit, which provides a twenty percent credit for National Register properties that are income-producing (e.g., commercial, retail, office, rental, etc.). The register also

provides some protection for registered historic resources from destruction in federally funded or licensed projects.

There are no properties listed on the National Register within the Kalama area. Two local sites do appear however, on the Washington State Register: 1) St. Joseph's Church on 4th and Elm (built 1909); and 2) Modrow Bridge, which was constructed in 1959 over the Kalama River outside of town. St. Joseph's Church is listed because of its Gothic Revival architecture, while the Modrow Bridge is recognized for its significance related to engineering and transportation.

In 1980, the Cowlitz-Wahkiakum Governmental Conference completed a *Historical Structures Inventory* for Cowlitz County. This inventory lists 15 properties as being historically significant (Table 4-18).

Table 4-18: Historic Site Inventory

Site	Address	Year
Imus Residence	454 N. 2 nd	1892
NP Rail Hospital	415 N. 3 rd	1872
Imus Residence	308 N. 2 nd	1900
Case/Storie Mansion	650 Fir St	1909
St. Joseph's Church	4 th and Elm	1909
Old Schoolhouse	356 Elm	1890
Masonic Lodge	1603 3rd	1922
Residence	273 Fir	1906
Pratt House	180 N. 2 nd	1890
Shraeder House	172 N. 2 nd	1890
Duvall House	260 Elm	1890
Seibert Building	145 Fir	1890
Imus Building	176 N. 1 st	1896
H.W. Kockritz Bld.	164 N. 1 st	1909
Larson Residence	160 S. 1 st	1900

Source: *Historic Site Inventory (CWCOG, 1980)*

In addition to the previously noted properties, other historic properties may also lie within the city, such as the relocated old Cloverdale School. The 1980 inventory is now over 25 years old, and more work needs to be done to inventory and preserve historic structures and places in the city. All of the historic properties inventoried in 1980 are still standing at present.

Certified Local Government Program²

Washington State's Certified Local Government (CLG) Program helps local governments to actively participate in preserving Washington's irreplaceable historic and cultural resources as assets for the future. This unique nationwide program of financial and technical assistance was established by the National Historic Preservation Act. In Washington, the program is implemented and administered by the Office of Archaeology and Historic Preservation (OAHP).

Local governments that establish a historic preservation program meeting federal and state standards are eligible to apply to the State Historic Preservation Officer (SHPO) and the National Park Service (NPS) for certification. A local government that receives such certification is known as a "Certified Local Government" or "CLG."

Responsibilities of a CLG include maintaining a historic preservation commission, surveying local historic properties, enforcing state or local preservation laws, reviewing National Register Nominations and providing for public participation. Obtaining status as a CLG may help a local government encourage, develop, and maintain its local preservation efforts in coordination with its

development plans. In addition, certified entities may apply for special grants, receive recognition for their preservation expertise by local, state and federal agencies, obtain technical assistance and training from the SHPO and a variety of other privileges and opportunities.

Kalama is not a CLG at this time, however there has been a renewed interest in downtown revitalization and development with the completion of the Kalama Community Action Plan in 2004. Preservation and recognition of historical resources coupled with architecturally compatible commercial development (new) may help in the economic development of the city.



² Adapted from Washington State OAHP website at: <http://www.oahp.wa.gov> (2005).

CHAPTER 5 CAPITAL FACILITIES, UTILITIES & SERVICES



Kalama City Hall and Library

The Capital Facilities Element discusses the services, utilities and associated infrastructure needed to sustain and support the current and future residents of Kalama. Public facilities include the basic services such as roads, sewer, water, stormwater control, sidewalks and parks that are provided by the public sector. Public services include fire, police, emergency medical assistance, library, education and similar services. Transportation and roads are discussed in additional detail in the next chapter.

The city's Capital Facilities Plan (CFP) specifies how services will be provided to support projected growth and maintain acceptable levels of service. This element is designed to assist the city in coordinating its physical and fiscal planning. Longer-term financial planning provides the opportunity to schedule projects so that the various steps in development logically follow one another, with respect to relative urgency, economic desirability and community benefit.

Utilities and services also refer to the many general needs that are provided by the public or private sector such as electricity, cable television, telecommunications and natural gas. While capital facilities and utilities are sometimes separated into two individual comprehensive plan chapters or elements, they have been blended herein because of Kalama's relatively small size and limited utility operations. Examination of the general location and capacity of existing and proposed utilities is included.

Goals

1. Ensure that urban services are developed, operated and maintained in an efficient and economical manner that protects the interests of the city and its citizens.
2. Provide adequate, efficient and economical levels of public services and facilities.
3. Promote and encourage citizen involvement in the municipal decision-making process.
4. Ensure that new or extended public facilities are made available in a logical and timely manner.
5. Maintain existing parks and support recreational and cultural activities and future development.
6. Provide essential public facilities in a manner that protects investment in and maximizes the use of existing facilities and which promotes orderly, compact growth.
7. Maintain a safe and prosperous community by ensuring adequate levels

of police, fire and emergency medical services.

8. Balance capital facility service levels with the city's ability to provide and/or fund needed improvements, keeping in mind the ability of residents to pay for proposed improvements.
9. Maintain and improve a safe and efficient storm drainage system.



One of many recreational facilities in Kalama

Policies

General

1. Concentrate efforts on providing and improving service to areas within city limits to encourage orderly and efficient residential and commercial growth in a consistent and logical manner.
2. Update the Kalama Park Plan every six years to maintain eligibility for state and other funding opportunities for park system improvements.
3. Regularly monitor and take advantage of state and federal grant programs that are available.
4. Explore cost sharing of major equipment purchases with other jurisdictions.
5. Ensure that future development pays a fair share of the capital improvements necessitated by the development.
6. Coordinate planning and decision-making among general and special-purpose governments.
7. Evaluate and prioritize capital improvement projects using the following criteria:
 - elimination of public hazards;
 - the need to correct existing deficiencies, replace needed facilities, or provide facilities for future growth;
 - elimination of capacity deficits;
 - financial feasibility;
 - consistency with expected growth; and
 - location and effect upon natural and cultural resources.

Water

1. Require areas within the city's Urban Services Boundary desiring water service to annex or not oppose future annexation by signing an agreement that runs with the land, before service is granted.
2. Promote the extension of water services in accordance with the adopted Urban Services Area Program.
3. Carefully evaluate future water service extensions to ensure that they are consistent with established goals and policies. Land within the city limits

should be given priority for service over land outside.

4. Ensure that city water extensions are built in accordance with established design and construction standards and approved by the City Council.



Sanitary Sewer

1. Strive to eliminate the inflow/infiltration (I/I) of surface and groundwater into the sanitary sewers.
2. Obtain state and federal funds to assist in the extension and upgrading of sewer service to the adopted service area.
3. Extend city sewer mains in an orderly and sequential manner outward from the city, consistent within the Urban Services Area and associated rules. Areas outside of city limits should only be granted service if it does not diminish the capabilities of the system within the city and is consistent with the land use goals and policies set forth in the comprehensive plan.
4. Require areas outside the city limits of Kalama but within the Urban Services Area, which desire sewer service, to annex or not oppose future annexation by signing an agreement that runs with

the land, before sewer extensions or connections are granted.

5. Ensure that new development covers the costs associated with sewer extensions or be paid for through local improvement districts.
6. Ensure that the design and construction of sewer extensions meet the approval of the Director of Public Works and the Kalama City Council and comply with adopted engineering/design standards.

Stormwater/Drainage

1. Focus stormwater drainage improvements on existing problem areas in order to prevent flooding, particularly in downtown Kalama.
2. Require that developers identify changes or disruptions of existing stormwater drainage patterns. Any negative effects on adjacent and/or downslope areas must be mitigated through proper engineering and best management practices as approved by the Public Works Director or his/her designee.
3. Incorporate the city's stormwater drainage system into any adopted hillside development program.
4. Adopt and implement a comprehensive urban stormwater drainage plan, contingent on receiving state funding and based upon a hydrological

engineering study and recommendation from the City Engineer.

Schools

1. Cooperate with the Kalama School District in facilitating improvements and expansion of school facilities.
2. Develop schools and land adjacent to schools in a manner that minimizes the impact on each other.
3. Ensure that schools are served by streets and pedestrian ways that provide a balance between safety, ease of access and limited motor vehicle congestion.
4. Encourage the use of schools as an integral part of the community. Public use of schools for recreation, open space and meeting rooms is encouraged whenever these uses do not conflict with the primary educational purpose of schools.



Cultural/Health/Social Welfare

1. Assist in attracting and recruiting a medical doctor or clinical practitioner to the area.
2. Study city library services for improvement alternatives, including the possibility of creating a local historical museum within the library and/or joining a regional library system.
3. Utilize local resources whenever possible to encourage civic involvement and provide opportunities through volunteerism.

4. Support and encourage the joint development and use of cultural and community facilities with other governmental agencies and/or community groups when there is joint benefit.
5. Research future use and rehabilitation of the Community Building, recognizing that it is a valuable and unique resource, especially for a small community and seek to maximize its potential.



Sidewalk improvements along Fifth Street

Capital Facilities Plan

Capital Facilities

The Capital Facilities Plan (CFP) is a schedule of major capital projects and equipment needs that the city recognizes as capital improvements in need of completion within the next six years. Capital improvements are defined as projects and equipment costing more than \$2,500 with a useful life of five or more years. This includes land acquisition, street, sidewalk, water, sewer and park improvements and a variety of equipment. The city publishes an updated CFP on an annual basis and it is adopted by reference into the comprehensive plan. Interested parties should consult the current CFP for project details and the six-

year project list. The CFP provides for essential services that will be provided and/or upgraded to support the growth envisioned within this plan. Information on funding sources is also included.

The City of Kalama is supported by revenues received from its citizens through taxes and from those individuals that use city services (water, sewer, etc). Tax revenues received include sales, property, utility, fuel, excise and hotel/motel tax. In addition, the city has a fee-based system for a variety of other miscellaneous services.

The city has struggled in recent years to cover the operating costs of its general expenditures including police, library, streets and finance departments. Staffing has been reduced, along with hours of operation for some services/departments. The city's utility funds have also struggled due to costs for capital improvements mandated by the state including the new wastewater treatment plant and the drinking water treatment plant, resulting in rate increases to the public. Reserves have also decreased, meaning the funding for future improvements to various infrastructure may be limited.



Utilities & Services

Water & Sanitary Sewer

The City of Kalama provides water service to all residents of the city and a number of customers outside of the city limits. The water service area is considerably larger than the sewer service area. The water service area serves approximately 1,320 accounts, including 1,202 residential, 45

industrial and 73 commercial accounts as of 2002. Thirteen storage reservoirs and sixteen different pressure zones serve the city's large and complex service area, which goes well beyond the existing city limits. Figure 5-1 diagrams the water distribution system. The Kalama River and its tributaries have always been the primary source of water supply for city residents.

The city's *Water System Plan*, which was updated in 2002, provides a detailed examination of the history, existing condition and improvements needed to effectively manage the water system and provide for projected population growth. The plan indicates that the existing Kalama River surface water source and water rights are adequate to meet water demands within the city's service area until 2016. However, it also notes that with completion of the new drinking water treatment plant, the city will be able to meet its projected water demands beyond 2022. The *Water System Plan* is scheduled for update in 2008.

The current sanitary sewer service area is located mostly within Kalama city limits. Accordingly, it is almost entirely utilized by residential and commercial accounts within the city limits. The city completed a major upgrade to its wastewater treatment plant in 2005. Based on projected wastewater flows and loading (and anticipated population growth), the city will have enough sewer capacity to handle anticipated residential growth well through the planning horizon (2025).¹

Outside the city's sanitary sewer service area, wastewater is handled by individual onsite septic systems, except for the industrial customers connected to the Port of Kalama wastewater treatment facility and

¹ City of Kalama, *General Sewer and Wastewater Facilities Plan*, 2002.

Noveon, a chemical company that operates its own. There are also some residences within the city that are on individual septic systems. Residents on private septic systems may have to convert to city sewer at some point in the future when sanitary sewer lines are extended.

Both the Water System Plan and General Sewer/Wastewater Facilities Plan include detailed discussions of proposed capital improvements and possible funding sources. Interested parties are encouraged to examine those documents for further information related to city water and sewer service.



City drinking water treatment facility

Natural & Liquid Gas

There are several natural and liquid gas lines in and around Kalama. These networks carry liquid and natural gas via inter (involving two or more states) and intra-state (within one state) systems. The BP Olympic line (“Olympic Pipeline”) runs diagonally through the eastern extent of the city. The Olympic Pipeline is an interstate line that carries liquid petroleum products. The pipeline functions as a major refined fuel transportation arterial, shipping around five billion gallons of fuel a year.

A natural gas line owned by Cascade Natural Gas essentially parallels I-5 along its western side (also serves Kalama). This line is largely outside of city limits, but does run through industrially zoned areas within Kalama. Some of these sites are used for recreational purposes. Northwest Pipeline (“Williams”) operates an interstate gas pipeline approximately one mile east of the city limits.



Parks and Recreation

The City of Kalama maintains several park and recreation facilities within the city limits. There are also significant recreational opportunities within close proximity of the city. The Columbia River and Kalama River provide access to a range of water-related activities including boating and fishing. The Kalama School District and Port of Kalama maintain a sizeable portion of the city’s recreational areas and help to augment city-owned facilities.

The city’s 2002 *Park and Recreation Plan* provides extensive details pertaining to existing facilities, demand and need, funding opportunities and a series of goals, objectives and policies for continued recreational development. The city is eligible to apply for a number of Interagency Committee for Outdoor Recreation (IAC) grant programs through the year 2008. The city is strongly committed to providing its citizens with ample recreational opportunities and will continue to strive for further improvements.



**Insert Figure 5-1: Water Distribution
System**

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Public Schools

The quality of schools is a major indicator of the quality of life in any community. Indeed, many prospective homebuyers, new to an area, frequently ask about the quality of the local school system. Maintaining or improving the quality of schools should be high on every community’s priority list.

Kalama’s primary and secondary school (K-12) needs are provided by the Kalama School District No. 402, located on a promontory overlooking downtown Kalama and the Columbia River. The Kalama School District serves the greater Kalama area and maintains a large school complex within the city limits. Enrollment numbers for the Kalama School District have generally shown moderate increases over the last several years (Table 5-1). School enrollment should continue to increase gradually, as city population continues to climb. The city looks forward to working with the school district to ensure adequate provisions are made for school facilities and to accommodate continued growth.

Table 5-1: Kalama School District Enrollment

School Year	Enrollment	Change
1997-1998	907	N/A
1998-1999	948	+4.5%
1999-2000	969	+2.2%
2000-2001	1,013	+4.5%
2001-2002	981	-3.2%
2002-2003	997	+1.6%

Source: Washington State Public School Building Count (OSPI, 2005)

The Kalama School District owns approximately 58 acres of land and all district classrooms and facilities, with the

exception of the athletic field, grandstands and tennis courts, are grouped together in one large campus complex. In 1992, voters approved a \$4.2 million bond issue to upgrade a number of facilities. School facilities are utilized by the larger community in a number of ways including athletic events, community meetings, youth activities, recreation and many other uses.



Kalama Elementary playground

Electricity

Electricity is supplied by the Cowlitz County Public Utility District (PUD). The PUD is a not-for-profit municipal corporation of the State of Washington, formed to provide electric service to Cowlitz County residents. The PUD serves around 45,000 customers in Cowlitz County. There appears to be no problem in meeting future growth needs in the Kalama area.



Solid Waste

The City of Kalama contracts with a private refuse company for citywide waste removal and disposal at the Cowlitz County solid waste landfill. Plans are underway to close the landfill by 2012 and ship waste to eastern Washington or Oregon.



Telephone Service

The Kalama Telephone Company provides telephone service to local residents. Kalama Telephone Company is a locally-owned, independent company that provides business and residential telecommunication services to Kalama and surrounding areas of Cowlitz County. In addition to telephone, they also provide internet service through an affiliated company. There appears to be no problem in meeting future growth needs in the Kalama area.



Cable Television

Cable television to Kalama and the surrounding area is provided by Adelpia Communications, which was recently acquired by Comcast.

Urban Drainage & Flooding

The urban drainage system consists of all natural and manmade drainage ways that transport water and waterborne wastes. The “improved” drainage system is comprised of streets and impervious surfaces, curbs and

gutters, storm drains and culverts, which drain stormwater from the city into the Columbia River.

Flooding is a constant threat to the downtown area, with the last major flood occurring in 1996, which caused over \$2 million in damage. Large floods also occurred in 1948 and 1964. Kalama is downstream of all the dams on the Columbia River and the 1996 flood was attributed to heavy snowmelt, rains and upstream releases of water that caused water stages in excess of the 100-year flood event. Several essential facilities including City Hall, the library and the police and fire stations had to be evacuated. Floodwaters were in excess of two feet deep in downtown Kalama.

The City of Kalama completed and adopted a Comprehensive Flood Hazard Management Plan (CFHMP) in 1999. The CFHMP analyzed the causes and possible solutions to the downtown flooding problem. Research indicated that the 1996 flood was caused by the following conditions:

- 1) Floodwater elevations in the Columbia River exceeded FEMA’s 100-year flood stage.
- 2) At three different locations on the east side of I-5 (downtown) water from the Columbia River flowed backwards (reverse grade) through the city’s existing stormwater conveyance system.
- 3) Flooding was exacerbated when the China Creek drainage system overtopped its banks at Elm Street and East Frontage Road, increasing the total water volume trapped on the east side of I-5.
- 4) Flooding from the Columbia River and China Creek was also made worse by

heavy local runoff that was not able to drain through the city's stormwater drainage system due to the flooded conditions.

- 5) Release of water from upstream dams on the Columbia River.

The analysis in the CFHMP indicates that I-5 could protect downtown Kalama from future Columbia River flooding because it forms a very effective diking system, separating downtown from the Columbia River. The diking system failed to protect downtown in 1996 because it was effectively breached at the Elm Street underpass and by the city's stormwater conveyance system under the freeway at Elm Street, Ivy Street and Kingwood Street. A Flood Response Plan outlines measures to be taken in the event of a flood. The remedy proposed in the CFHMP was to isolate each of these locations using sandbags, slide gates and portable emergency pumps to lift stormwater in downtown over the barriers and into the Columbia River.

The city was recently granted partial funding to complete some of the measures set forth in the CFHMP. The proposed project currently underway, will replace the temporary pumps by converting a surplus wastewater pump station to a stormwater pumping facility. Additional funding sources are being sought to limit city expenditures.



City Government

Kalama is a non-charter code city under the Washington State Administrative Code (WAC). The city is governed by an elected mayor and city council. The city has an active Planning Commission, Civil Service Commission, Library Board and Parks and Recreation Advisory Committee. The city has a number of employees under the following four broad categories: city hall, public works, police and library. The city contracts the following services to various agencies and private firms: sanitation, city attorney, health services, city engineer, city planner and animal control. The existing city building and facilities are sufficient at the present time and there are no plans for renovation or new construction.

The Kalama Police Department is staffed by one part-time chief, one sergeant and three standard officers, plus support personnel. The city recently started 24-hour patrols and maintains a high level of service.



City of Kalama Police Station

Fire Protection & EMS

Cowlitz County Fire Protection District No. 5 provides fire protection and emergency medical service (EMS) for the City of Kalama. Station 51 is located at 382 NE

Frontage Road in Kalama. Fire protection is provided for the city and rural areas within the district's boundaries. Due to the large industrial area in the city limits of Kalama and immediately outside, the fire district has expanded its capabilities to respond to hazardous materials, industrial and ship fire incidents. In addition to paid staff, the district relies heavily on a number of volunteer staff to man its facilities.



Cemeteries

Cemetery District No. 5 operates and maintains the only cemetery in the Kalama area. The cemetery is located on a ridge top north of Spencer Creek Road. The cemetery is approaching capacity at this time and will require more land in the future.

Funding Opportunities

Financial regulations and funding mechanisms are subject to change with market conditions and state and local laws. As a result, Kalama should periodically review the impact and appropriateness of their financing system. The following list of sources includes many financial resources available and is not limited to those sources that are currently in use. The list includes six main categories including:

- Debt Financing
- Local Multipurpose Levies
- Local Single Purpose Levies
- Local Non-Levy Financing Mechanisms
- State Grants and Loans
- Federal Grants and Loans

Debt Financing

Short-Term Borrowing

The extremely high cost of many capital improvements requires local governments to occasionally utilize short-term financing through local banks.

General Obligation Bonds

These bonds are backed by the value of the property within the jurisdiction.

Voter-approved bonds increase property tax rates and dedicate the increased revenue to repay bondholders. Councilmanic bonds do not increase taxes and are repaid with general revenues. Revenue may be used for new capital facilities, or maintenance and operations at existing facilities. These bonds should be used for projects that benefit the community as a whole.

Washington State law permits cities and towns to ensure a general obligation bonded debt equal to 0.75% of its property valuation without voter approval.

By a 60% majority vote of its citizens, a town may assume an additional general obligation bonded debt of 1.75%, bringing the total for general purposes up to 2.5% of the value of taxable property. The value of taxable property is defined by law as being equal to 100% of the value of assessed valuation.

A town may incur another general obligation bonded debt equal to 2.5% of the value of taxable property with voter approval, when it is for the purpose of supplying municipally-owned electric, water, or sewer service. An additional general obligation bonded debt equal to 2.5% of the value of taxable property may be approved by the voters for parks and open space. Thus, under state law, the maximum general

obligation bonded debt cannot exceed 7.5% of the assessed property valuation.

Revenue Bonds

These bonds are not subject to a limit on the maximum amount of debt that can be incurred and have no effect on tax revenues because they are repaid from the sale of services. Examples include city water and sanitary sewer systems. Revenue bonds are financed directly by those benefiting from the capital improvement. Revenue obtained from these bonds is used to finance publicly owned facilities. The debt is retired using charges collected from the users of these facilities. In this respect, the capital project is self-supporting. Interest rates tend to be higher than for general obligation bonds, and issuance of the bonds may be approved without voter approval.

Industrial Revenue Bonds

These bonds are used by a local government, but are actually assumed by companies or industries that use the revenue for construction of plants or facilities. The attractiveness of these bonds to industry is that they carry comparatively low interest rates due to their tax-exempt status. The advantage to the jurisdiction is that the private sector is responsible for retirement of the debt.



City of Kalama, Public Works Shop

Local Multipurpose Levies

Ad Valorem Property Taxes

The tax rate is measured in mills (1/10 cent per dollar of taxable value). With passage of Initiative 747, local governments in the State of Washington are prohibited from raising a levy more than one percent of the highest allowable levy since 1985, before adjustments for new construction, improvements to property, any increase in the value of state assessed property and annexation. A temporary or permanent excess levy may be assessed with voter approval. Revenue may be used for new capital facilities, or maintenance and operations of existing facilities.

Business and Occupation Tax

Business and Occupation (B&O) taxes can be no more than 0.2% of gross value of business activity on the gross or net income of businesses. Assessment or increase of the tax requires voter approval. Revenue may be used for new capital facilities, or maintenance and operations at existing facilities.

Local Option Sales Tax

This is a retail sales and use tax of up to one percent. Local governments that levy the second 0.5% may participate in a sales tax equalization fund. Assessment of this option tax requires voter approval. Revenue may be used for new capital facilities, or maintenance and operations at existing facilities.

Motor Vehicle Excise Tax

Annual excise tax is divided between cities, counties, and the state. The city is required to spend funds for police protection, fire

protection and the preservation of public health.

Utility Tax

This tax comes from gross receipts of electric, gas, telephone, cable TV, water/sewer and storm water utilities. Voter approval is required for an increase above 6% of gross receipts. Revenue may be used for new capital facilities, or for maintenance and operations at existing facilities.

Real Estate Excise Tax

The original 0.5% was authorized as an option to the sales tax for general purposes. An additional 0.25% was authorized for capital facilities, and the Growth Management Act authorized another 0.25 percent for capital facilities. For counties and cities within those counties that chose to plan, i.e., those which "opt in" under the Growth Management Act, the additional tax requires voter approval. Revenues must be used solely to finance new capital facilities, or maintenance and operations at existing facilities, as specified in the capital facilities plan. An additional option is available under RCW 82.46.070 for the acquisition and maintenance of conservation areas if approved by a majority of the voters of the county.

Local Single Purpose Levies

Emergency Medical Services Tax

A property tax levy of \$0.25 is permitted for emergency medical services. Revenue may be used for new capital facilities, or maintenance and operations at existing facilities.

Motor Vehicle Fuel Tax

These taxes are paid by gasoline distributors. The Department of Licensing distributes state-shared revenue. Revenues must be spent for highway construction, maintenance, or operation of city streets, county roads, or state highways, policing of local roads, or related activities.

Local Option Fuel Tax

A countywide voter-approved tax equivalent to 10% of the statewide Motor Vehicle Fuel Tax and a special fuel tax of 2.3 cents per gallon may be collected. Revenue is distributed on a weighted per capita basis. Revenues must be spent for highway construction (city streets, county roads, and state highways); maintenance, or operation (city streets, county roads, and state highways); policing of local roads; or highway-related activities.

Commercial Parking Tax

A tax on commercial parking businesses is based on gross revenue, the number of parking stalls, or on customer rates. This tax is imposed by local referendum. Revenues must be spent for general transportation purposes including highway construction, maintenance, or operation, policing of local roads; highway-related activities; public transportation planning and design; and other transportation related activities.

Local Non-Levy Financing Mechanisms

Reserve Funds

This is revenue that is accumulated in advance and earmarked for capital improvements. Sources of funds can be surplus revenues, funds in depreciation

reserves, or funds resulting from the sale of capital assets.

User Fees, Program Fees, and Tipping Fees

These fees or charges are for using park and recreational facilities, solid waste disposal facilities, sewer services, water services and surface water drainage facilities. Fees may be based on measure of usage, a flat rate, or design features. Revenues may be used for new capital facilities, or maintenance and operation of existing facilities.

Street Utility Charge

Fees of up to 50% of actual costs of street construction, maintenance, and operations to businesses and households may be charged. The tax requires local referendum. The fee charged to businesses is based on the number of employees and cannot exceed \$2.00 per employee per month. Owners or occupants of residential property are charged a per household fee that cannot exceed \$2.00 per month. Both businesses and households must be charged. Revenue may be used for activities such as street lighting, traffic control devices, sidewalks, curbs, gutters, parking facilities and drainage facilities.

User Charges and Connection Fees

User charges are designed to recoup the costs of public facilities or services by charging those who benefit from such services. As a tool for affecting the pace and pattern of development, user fees may be designed to vary for the quantity and location of the service provided. Thus, charges could be increased for providing services to sites that are some distance away from the urban area.

Special Assessment District

This is a district created to service entities completely or partially outside of the jurisdiction. Special assessments are levied against those who directly benefit from the new service or facility. The districts include Local Improvement Districts, Road Improvement Districts, Utility Improvement Districts and the collection of development fees. Funds must be used solely to finance the purpose for which special assessment district was created.

Special Purpose District

Districts may be created to provide a specified service. Often the district will encompass more than one jurisdiction. Included are districts for fire facilities, hospitals, libraries, metropolitan parks, airports, ferries, parks and recreation facilities, cultural arts/stadiums and convention centers, sewers, water, flood control, irrigation, and cemeteries. Voter approval is required for airport, parks and recreation, and cultural arts/stadium and convention districts. The district has authority to impose levies or charges. Funds must be used solely to finance the purposes for which the special purpose district was created.

Lease Agreements

This is an agreement allowing the procurement of a capital facility through lease payments to the owner of the facility. Several lease-packaging methods can be used. Under the lease-purchase method the capital facility is built by the private sector and leased back to the local government. At the end of the lease, the facility may be turned over to the municipality without any future payment. At that point, the lease

payments will have paid the cost of construction plus interest.

Privatization

Privatization is generally defined as the provision of a public service by the private sector. Many arrangements are possible under this method, ranging from totally private venture to systems of public/private arrangements, including industrial revenue bonds.

Mandatory Dedication or Fee In Lieu Of (FILO)

Cities and counties that fully plan under the Washington State Growth Management Act (GMA), may assess so-called “impact fees” to help pay for the effects of development on parks, schools and other services. Kalama is not currently governed by the GMA (except for Critical Areas and regulation consistency), but may still use other legal parameters along with voluntary options to ensure that provisions are made regarding park and recreation facilities.

Section 58.17.110 RCW, discusses the factors and conditions for approval that shall be considered with the approval or disapproval of subdivisions and dedications. Parks and recreation is listed as one of the parameters that the respective jurisdiction is required to review to ensure that appropriate provisions are in place.

Pursuant to RCW 58.17.110(2)(b), dedication of land to any public body, provision of public improvements to serve the subdivision, and/or impact fees imposed under RCW 82.02.050 through 82.02.090 may be required as a condition of subdivision approval. As an alternative to land dedication, a “fee-in-lieu-of land” (FILO) policy can be established by

jurisdictions to provide developers with another option. This differs from an impact fee, as it is a voluntary process that is done instead of (or perhaps in conjunction with) land dedication. The statutory provision for the FILO process is provided under RCW 82.02.020.

Impact Fees

Impact fees are paid by new development based upon its impact to the delivery of services. Impact fees must be used for capital facilities needed by growth. They cannot be used to address current deficiencies in levels of service or for operating expenses. These fees must be equitably allocated to the specific entities that will directly benefit from the capital improvement, and the assessment levied must fairly reflect the true costs of these improvements. Impact fees may be imposed for public streets and roads, publicly-owned parks, open space, recreational facilities, school facilities and fire protection facilities (in jurisdictions that are not part of a fire district).

Impact fees may be particularly useful for a small community that is facing rapid growth and with new residents desiring a higher level of service than the community has traditionally offered.

Impact fees may be used to affect the location and timing of infill development. Infill development usually occurs in areas with excess capacity. If the local government chooses not to recoup the costs of capital facilities in under-utilized service areas, infill development may be encouraged by the absence of impact fees on development(s) proposed within such service areas. As a non-GMA city, Kalama has limited ability to levy impact fees.

State Grants and Loans

Community Development Block Grant

Grant funds are available for public facilities, economic development, housing, and infrastructure projects that benefit low- and moderate-income households. Grants are distributed by the Department of Community, Trade and Economic Development primarily to applicants who indicate prior commitment to project. Revenue is restricted and may not be used for maintenance and operations.

Community Economic Revitalization Board

Low interest loans (rate fluctuates with state bond rate) and occasional grants are available to finance infrastructure projects for a specific private sector development. Funding is available only for projects that will result in specific private developments or expansion to manufacturing and other businesses that support the trade of goods and services outside of the state's borders. Projects must create or retain jobs. Funds are distributed by the Department of Community, Trade and Economic Development to applicants who indicate a prior commitment to proceed. Revenue is restricted and may not be used for maintenance and operations.

State Office of Community Development

A broad array of financial and technical assistance programs are available to local governments for downtown revitalization, implementation of economic development strategies, and general community development. This agency also oversees the CDBG program and the Historic Preservation Program for the State of Washington, among many others.

Public Works Trust Fund

Low interest loans are available to finance capital facility construction, public works emergency planning and capital improvement planning. To apply for the loans, a city must have a capital facilities plan in place and must already levy the original 0.25% Real Estate Excise Tax. Funds are distributed by the Department of Community, Trade and Economic Development. Loans for construction projects require matching funds generated only from local revenues or state shared entitlement revenues. Public works emergency planning loans are available at a 5% interest rate. Capital improvement planning loans are zero interest loans, with a required 25% percent match. Revenue may be used to finance new capital facilities, or for maintenance and operations at existing facilities.

State Parks and Recreation Commission Grants

These grants are for capital facilities, acquisition and construction related to parks and other forms of recreation. They are distributed by the Interagency Commission on Outdoor Recreation (IAC) to applicants with a 50% match requirement. The City of Kalama continually updates its park and recreation plan to maintain IAC grant funding eligibility.

Transportation Improvement Account

The Transportation Improvement Board (TIB) has two programs oriented towards smaller communities: the Small City Program and the Pedestrian Safety & Mobility Program. The Small City Program will provide matching funds for TEA-21 projects. Funds are also available for

reconstruction or rehabilitation of roadways, sidewalks, storm draining, lighting, landscaping and other improvements. Projects must be eligible for inclusion on the TIB Arterial System. The intent is to reduce traffic congestion and improve areas where safety, design or structural problems exist. The Pedestrian Safety and Mobility Program has funds to construct sidewalks that are used primarily for transportation purposes. Communities with a population of 500 or more, have a 5% minimum local match requirement.

State Department of Transportation Grants

The Washington State Department of Transportation (WSDOT) has two programs available to small cities: Small City Pavement Preservation Program and Traffic Safety Near Schools Program. The Small City Pavement Program provides funds for cost-effective pavement maintenance. When funds are available, small cities are limited to one \$74,000 project per city. The Traffic Safety Near Schools Program provides funds to improve specific locations that constitute a danger to pedestrians or vehicles near school locations. Projects are limited to \$150,000 with a 50% local match requirement. The WSDOT also administers the Rural Economic Vitality (REV) program and bridge replacement or rehabilitation through the BRAC program. Bridges must be on the State of Washington Inventory of Bridges.

Historic Preservation Grants

The state Office of Archaeology and Historic Preservation (OAHP) makes annual grants available to local historic preservation programs for four purposes: (1) historic preservation planning; (2) cultural resource surveys and inventories; (3) nomination of properties to the National Register of

Historic Places; and (4) public education and awareness. To be eligible for grants, communities must be a Certified Local Government (CLG) as approved by OAHP. When funds are available, OAHP awards grants for acquisition or rehabilitation of properties listed or eligible for listing on the National Register. Grant awards are predicated on the availability of funds and require a match. Kalama is not a CLG.

Centennial Clean Water Fund

Grants and loans are available for the design, acquisition, construction, and improvement of Water Pollution Control Facilities, and related activities to meet state and federal water pollution control requirements. Grants and loans distributed by the Department of Ecology require a 25-50% matching share. Use of funds is limited to planning, design, and construction of water pollution control facilities, stormwater management, ground water protection, and related projects.

Water Pollution Control State Revolving Fund

These low interest loans and loan guarantees for water pollution control projects are distributed by the Department of Ecology. The applicant must show water quality need, have a facility plan for treatment works and show a dedicated source of funding for repayment.

Department of Health Water Systems Support

Grants are made for upgrading existing water systems, ensuring effective management and achieving maximum conservation of safe drinking water. Grants are distributed by the State Department of

Health through intergovernmental review and have a 60% local match requirement.



Federal Grants and Loans

USDA Rural Development

The United States Department of Agriculture (USDA) provides funding through grants, loans, and loan guarantees for water projects serving rural residents. Funds must be used for capital facilities construction and related costs or projects that serve rural residents in communities of less than 10,000 people. Funds are distributed by the USDA with a 25-45% local matching requirement.

Transportation Equity Act for the 21st Century (TEA-21)

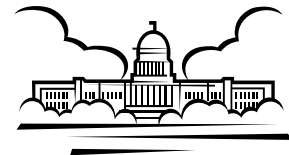
TEA-21 provides funds for maintenance, operation and improvements related to surface transportation. Revenue is available for improvements to arterial and collector roads that are planned for by Metropolitan Planning Organization (MPO), WSDOT and the Federal Highway Administration (FHA). Funds may also be used for non-highway public mass transit projects. Programs for small cities include enhancements grants for historic preservation, recreation, beautification, and environmental protection; statewide or regional competitive grants for general improvements; hazard elimination funds for improvements at specific locations which constitute a danger to vehicles or pedestrians.

USDA Programs

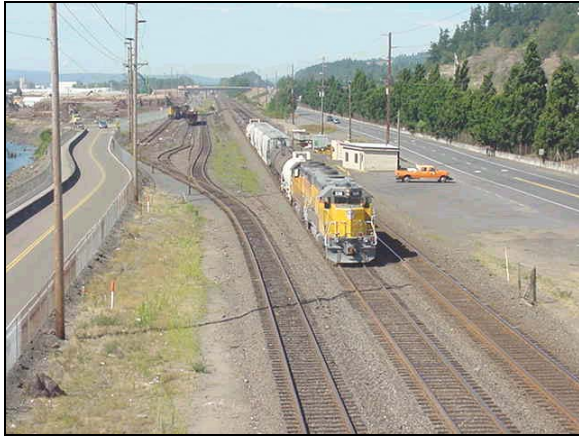
The USDA offers a wide variety of loan and grant programs to assist local governments in addressing major facility and service needs. These programs address water, sewer, public safety, housing, and other needed community facilities. Programs vary by purpose, population, and financial support available. The Rural Utilities Services is also a branch of the USDA which offers a broad array of assistance in meeting these community facility needs.

Federal Emergency Management Agency (FEMA)

Financial and technical assistance is available from the agency for needs relating to public safety and emergency response and recovery. Various programs can provide assistance for equipment and capital facilities.



CHAPTER 6 TRANSPORTATION



Highway, water and rail – they all meet in Kalama

With its proximity to Interstate 5, the Port of Kalama and multiple rail lines, Kalama is a community built on an efficient and comprehensive transportation network. The purpose of the Transportation Element is to provide a plan to improve overall effectiveness and safety of the transportation system by identifying a range of transportation goals, policies and potential improvements. Completion of priority projects as set forth in the city's street plan will lead to a transportation system designed to meet existing and future needs. This section was designed to meet the requirements of RCW 35A.63.061(2).

Goals

1. Provide and encourage a convenient, safe and economical transportation system.
2. Plan and develop a transportation system that contributes to community livability, recognizes and respects the features of the natural environment and minimizes the negative effects on adjoining land uses.

3. Ensure that adequate transportation networks exist to support future commercial and residential development.
4. Maintain, enhance and expand public access to the waterfront.
5. Encourage walking and bicycling as forms of transportation and recreation.

Policies

1. Coordinate street and utility improvements with other utility providers whenever possible to minimize pavement damage.
2. Afford flexibility in street design standards for subdivisions in an attempt to better reflect topographical conditions and reduce mass grading in hillside developments. Such standards could be incorporated into a hillside development ordinance.
3. Integrate streets properly with the existing and proposed circulation system; however, the rigid rectangular grid street pattern need not be adhered to. The use of curvilinear streets, cul-de-sacs and loop streets appropriate to the topography should be encouraged where such use results in enhanced community livability.
4. Discourage high-speed through traffic on local residential streets.
5. Require adequate off-street parking for future developments and discourage on-street parking in existing developments whenever feasible alternatives exist.
6. Prohibit residential on-street parking of large recreational vehicles except by special permit.

7. Encourage safe, convenient and direct pedestrian ways within the community through the development review process.
8. Assist in improvements to public transportation at the local and regional scale to the extent feasible.
9. Encourage the formation of local improvement districts (LIDs) for street improvements.
10. Comply with state and federal laws by providing for handicapped access with future renovation of the Community Building.
11. Supplement the street fund through bonds, special levies and any available state, county and private funds.
12. Provide a safe and accessible pedestrian system that includes sidewalks, paths and shared roadways to connect residents to schools and the downtown.
13. Provide connections allowing for pedestrian and vehicle access/circulation when feasible given topographical restraints.
14. Partner with the WSDOT rail office to ensure continued pedestrian access across the Burlington Northern Santa Fe (BNSF) railroad mainline.
15. Ensure that streets are designed to serve their current and anticipated uses as determined by the Comprehensive Plan.
16. Improve signage in and around town to direct travelers to significant landmarks, including the downtown core and waterfront recreational opportunities.
17. Construct pedestrian “bulb-outs” and other pedestrian-friendly features in the downtown.
18. Prioritize repair of existing sidewalks and the completion of linkages where sidewalks have not been constructed.
19. Continue partnership with the Port of Kalama regarding access to riverfront and marina trail.
20. Encourage the Port of Kalama to continue freight rail improvements that reduce the impacts of loading and switching and idling at Port rail facilities.

Kalama Transportation System

The transportation network of a community not only provides a means of movement for its residents and their activities, but it also serves as the major conduit for essential urban services (e.g., electric, water, sewer, drainage, communications, etc.) generally located above or below ground within the rights-of-way (ROW). The components of the transportation network are presented in this section. Figure 6-1 illustrates the existing street system for the City of Kalama.

Functional Classification & Circulation

The Federal Highway Administration defines the term “functional classification” as the process by which streets and highways are grouped into classes, according to the character of service they are intended to provide. Transportation

Figure 6-1: Existing Transportation System

planning uses functional classification to determine how travel can be channelized within the overall road network in a logical and efficient manner. In this sense, functional classification defines the part that any particular route should play in servicing the flow of trips through a highway network.

In accordance with federal law, the Washington State Department of Transportation (WSDOT) has the primary responsibility for developing and updating the statewide highway functional classification in rural and urban areas to determine functional usage of the existing transportation network. The WSDOT uses five standard categories to classify roads according to their function and importance. They include interstate, principal arterial, minor arterial, major collector and minor collector. Interstate and arterial roads are built to accommodate high traffic volumes, while minor collector roads connect local neighborhood streets to higher traveled roads.

Figure 6-2 provides the functional classification of the street system in Kalama and the surrounding unincorporated area. It was produced by the WSDOT in cooperation with the U.S. Department of Transportation, Federal Highway Administration and the Southwest Regional Washington Transportation Planning Organization. A summary of the various classifications within Kalama appears below.

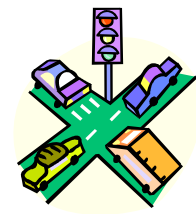
Interstate

Interstate 5 provides fast, direct service to the Longview/Kelso urban area and the Portland-Vancouver metropolitan area. The unfortunate design and construction of I-5 in the mid-1960s truncated the city from its association with the shoreline of the

Columbia River, resulting in what many residents refer to as the “Berlin Wall.” While a depressed section of the freeway through town would have been an ideal, though expensive design solution, even an elevated freeway on pilings would have been a far superior design alternative to what was eventually constructed.

Kalama has two interchanges within the city limits, with one at Oak Street (Exit 30 southbound) and one at Elm Street (Exit 30 northbound). In addition, two interchanges outside the city limits at Kalama River Road (Exit 32) and Todd Road (Exit 27), provide access to I-5. The Elm Street interchange allows access to I-5 southbound, while the Oak Street interchange allows access for both north and southbound I-5 traffic. The “Frontage” roads at the two interchanges allow for large trucks to directly access the Port of Kalama, reducing the amount of truck traffic in the downtown area.

Traffic counts on I-5 near Kalama indicate that the average daily traffic count past Kalama is in excess of 55,000 vehicles daily.¹ The two traffic recorders closest to the City of Kalama are located at Mileposts 28.22 (after Todd Road ramp, Exit 27) and 31.91 (before Kalama River Road, Exit 32). Between 1998 and 2003, traffic volumes have increased by 7.6% (Exit 27) and 1.8% (Exit 32).



¹ Washington State Department of Transportation, *Annual Traffic Report*, 2003.

Insert Figure 6-2

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Collector Streets

Collector streets are classed as being either “major” or “minor” in scope. As the name suggests, major collector streets serve higher volume traffic and are a higher functional class than minor collector roads. Within the city limits of Kalama, there are primarily three roads classified as major collectors: Old Pacific Highway, East Frontage Road and West Frontage Road. Small segments of Todd Road and Robb Road (overpass at Exit 27) are also listed as major collector roads, but they are outside of the city limits. Toteff Road is also listed as a major collector outside of the city limits.

As for minor collector roads, Kalama has numerous road segments that fit this classification. Cloverdale Road, Military Road, China Garden Road, Spencer Creek Road, Elm Street, First Street, North Second Street and Meeker Drive are all included in this definition. A small portion of Fourth Street and Taylor Road/Geranium are also classified as minor collector roads.

First Street and East Frontage Road may also function to a degree, as minor arterials. First Street has a paved roadbed width of 52 feet (80 feet ROW) and East Frontage Road has a paved width of 28 feet. Both streets function adequately, although traffic movement at peak hours is somewhat hindered by on-street parking along North First Street. Heavy truck traffic, other than service and delivery vehicles, is restricted to East Frontage Road and as such, East Frontage Road serves a very important purpose in keeping the pressure off First Street.

Many of the collector roads designated by the Federal Highway Administration (see above) are classed as “small city arterials” for funding purposes in some state

transportation programs. Table 6-1 provides a summary of selected city roads and streets that serve as collector roads (per the Federal Highway Administration). Collector streets convey vehicles from local residential streets to higher class roads such as major collector or arterial streets. Right-of-way and pavement widths are also provided.

Table 6-1: Collector Streets (Federal)

Road/Street	ROW Width (feet)	Pavement Width (feet)
Meeker Drive	60'	18-20'
Spencer Creek Road	60'	18-20'
Elm Street	80'	45'
Military Road	40-50'	16'
China Garden Road	60'	16-24'
Cloverdale Road	40-60'	28'
Old Pacific Highway	60'	24'
Fourth Street	50-80'	24'
Taylor Road	60'	16-18'

Note: All widths shown are approximate figures

Local Residential Streets

Local access streets convey vehicles from residential areas to collector roads and are the most abundant street form in Kalama. Traffic is slow-moving and through traffic is generally discouraged. Right-of-way widths vary from 40 to 60 feet and pavement widths are between 10 and 45 feet. Conditions of local streets run from poor (gravel or broken and potholed pavement) to good. The lack of an effective drainage system along many local streets has caused some pavement deterioration and erosion in places. Most major city streets were repaved between 1998 and 2003 and their driving condition is regarded as good. New sidewalks along Military Road, Date Street, China Garden Road, N. Fifth Street, Eighth

Street and Meeker Drive have been constructed since 1994.

As previously mentioned, the original grid (rectangular) pattern plat of Kalama was inappropriate for the steep terrain of the area. Early attempts to follow the plat resulted in steep streets, many ending at near vertical bluffs. Out of necessity, many streets, particularly the collector roads serving less dense areas, follow the contours of valleys, terraces and gentler slopes. Driving along many of the small local roads in Kalama, many narrow and/or dead-end streets are scattered throughout the city. There are also a number of unopened or undeveloped ROW, street extensions and alleyways that are in the original plat of Kalama, but stand little chance of ever being constructed.

Transportation Improvement Board

The Washington State Legislature created the Transportation Improvement Board (TIB) to foster state investment in quality local transportation projects. The TIB distributes grant funding, which comes from the revenue generated by three cents of the statewide gas tax, to cities and counties for funding transportation projects.

The Transportation Improvement Board offers a number of different funding programs to the state's small cities. Cities and towns with a population under 5,000 (like Kalama) are eligible for funding from programs that reconstruct or maintain the transportation infrastructure. Funds from the program are distributed regionally, with projects competing only in their own region.

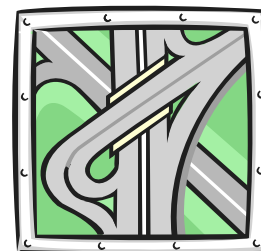
The Small City Program was formally established by the Legislature in 1995. Funded projects preserve and improve the arterial roadway system consistent with

local needs in cities with a population less than 5,000. An arterial must meet at least one of the following conditions to be eligible for TIB funding:

- Serves as a logical extension of a county arterial or state highway into the corporate limits;
- Serves as a route connecting local generators such as schools, medical facilities, social centers, recreational areas, commercial centers or industrial sites; or
- Acts as a bypass or truck route to relieve the central core area.

Figure 6-3 illustrates arterial roads in the city as defined by the TIB. The City of Kalama has also recently made a request to add the following road sections to the TIB Arterial Route Listing (not shown as arterials on the Figure 6-3):

- North Fourth Street from Geranium Street to Holly Street;
- North Third Place from Holly Street to Juniper Street;
- Hendrickson Drive from the north city limits to Geranium Street; and
- Oak Street and its off ramps.



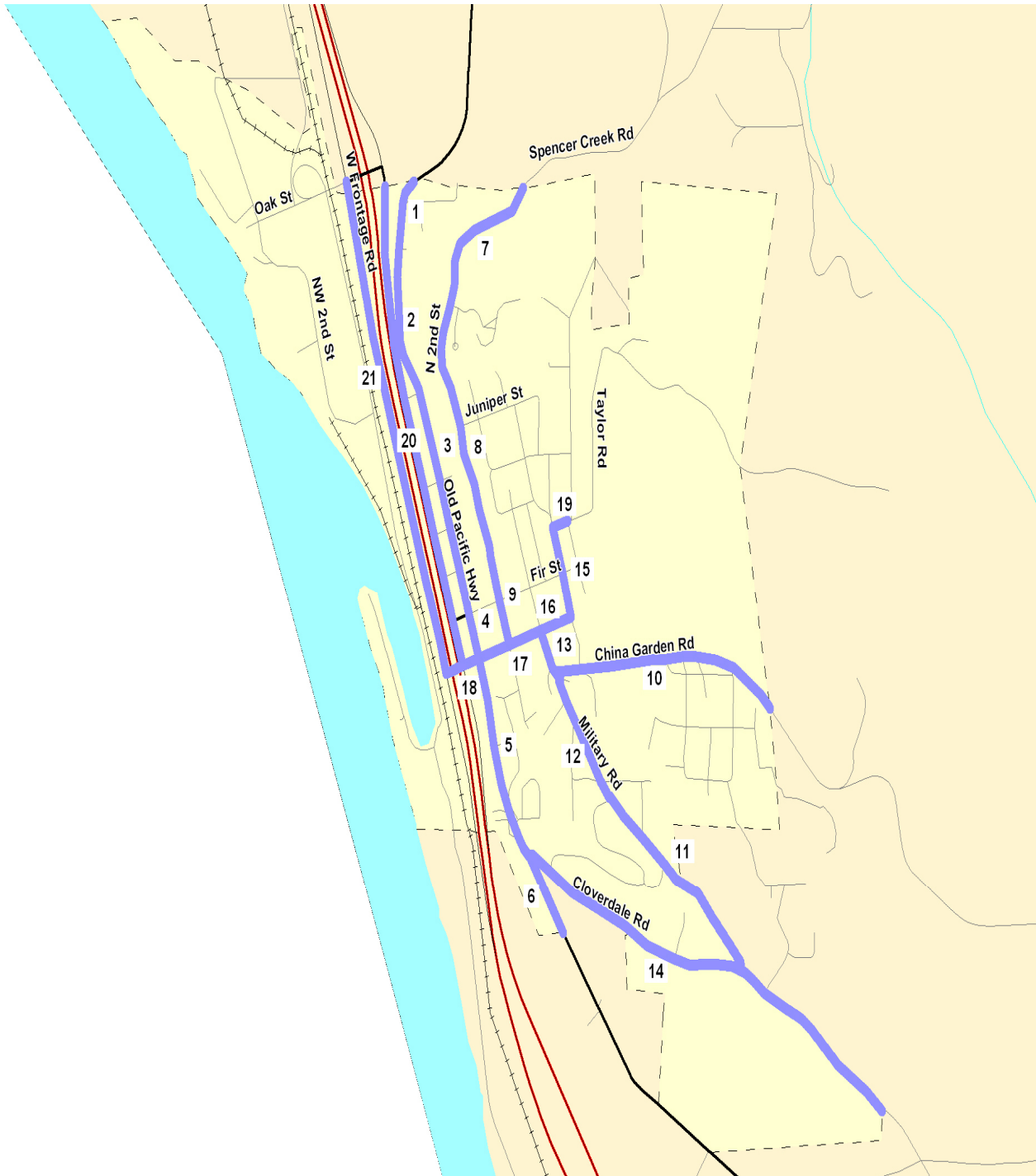


Figure 6-3: Small City Arterials

Source: TIB (map not to scale)

Public Works Standards

The Kalama Public Works Department publishes a document entitled “*Development Guidelines and Public Works Standards.*”

The rules are updated periodically to account for accepted engineering practices and new regulations. Information on functional classification and new streets classification is provided. Interested parties should consult the latest edition for additional information and specific standards.

*Parking Facilities*²

There are 168 total public parking spaces in the downtown commercial area (Table 6-2). Parking spots are not metered, but there is a general two-hour time limit imposed on many spaces. Additional off-street commercial parking is provided by some merchants and is not maintained by the city. There are about 230 total parking spaces downtown when private and off-street parking is included in the totals. Also of note, there is ample large truck parking along West Frontage Road. Adequate parking is an issue in the downtown area and has been the subject of numerous City Council and Planning Commission discussions over the years. Unfortunately, with the steep terrain and I-5 dividing the city via a large solid wall, feasible solutions to the parking dilemma are limited.

Overall, full utilization of all available parking is rare. Therefore, the downtown parking “problem” may be one of parking habits or perception rather than a real shortage of parking spaces. While it may not always be possible to find parking immediately adjacent to a particular business or service, it is believed that

sufficient parking usually exists to meet the needs of the downtown and those patronizing it at the present time. That said, clearly as new commercial development is added it becomes critically important for the city to ensure adequate parking and to work with the business community to address the issue. The city has been applying for TIB funds to improve Fir Street. The proposed reconstruction will greatly improve parking potential on Fir Street that can be used for downtown merchants and customers.

Sidewalks and Pedestrian Access

Sidewalks are provided in the downtown commercial district and throughout many residential neighborhoods. While there are missing links and many older segments in need of repair, all recently completed subdivisions and residential developments do contain sidewalks on at least one side of the street. In the older parts of town, pedestrians use the unimproved street shoulders as walking paths. In addition to walking, sidewalks and public areas in the downtown business district also provide the opportunity for individuals to sit and rest, stop and visit, or eat and drink.

Traffic congestion can be a problem in the downtown area, where parking is limited and traffic volumes are sometimes high. The city continually seeks funding opportunities to improve and upgrade the sidewalk system in the city. Newer residential developments are required to incorporate sidewalks and other pedestrian matters into site design and construction.



² For more information see, *City of Kalama, Downtown Parking 1996-1998.*

Table 6-2: Inventory of Public Parking Spaces, Downtown Kalama**North First Street**

Elm to Fir:	28 Angle Slots (13 east, 15 west)
Fir to Geranium:	28 Angle Slots (12 east, 16 west)
Geranium to Holly:	24 Angle Slots (14 east, 10 west)
Holly to Ivy:	19 Spaces (10 angle slots west, 6 parallel east, 3 parallel west)

Elm Street

0 to 100 Block:	7 Parallel Spaces (3 south, 4 north)
100 to 200 Block:	14 Spaces (3 parallel, 4 angle on north side, 7 parallel on south)

Fir Street

0 to 100 Block:	8 Angle Slots (2 south, 6 north)
100 to 200 Block:	29 Angle Slots (18 south <i>unmarked</i> , 11 north)

Geranium Street

0 to 100 Block:	7 Parallel Spaces (4 south, 3 north)
-----------------	--------------------------------------

Holly Street

0 to 100 Block:	0 (Fire Station Parking Only)
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Ivy Street

0 to 100 Block:	4 Parallel Spaces (3 north, 1 south)
-----------------	--------------------------------------

Total Public On-Street Parking Spaces = 168

Source: City of Kalama Downtown Parking 1996-1998 (report)



Corner of Elm and First Street



View from First Street looking east up Fir Street

Bicycle Paths

The City of Kalama has no designated bicycle routes through town. Bicycles share the roadways with motor vehicle traffic. The city's steep terrain and lack of established bike routes limit the ease and feasibility of biking for extended distances within the city. The city encourages alternate forms of transportation and seeks to improve the safety and functioning capacity of the transportation network as it relates to bicycling opportunities.



Transit Service

Kalama is served by limited public transportation provided by the Lower Columbia Community Action Council (CAP), which runs a *Rural Public Transportation* route Monday through Friday between Vancouver and Centralia. Limited Saturday service is also available. The transit routes provide connection service to the C-Tran system in Vancouver (WA) at the 134th Street exit (Salmon Creek Park n' Ride), to the Community Urban Bus Service (CUBS) transit system in Longview and with the Twin Transit system in Centralia. The CAP also has transportation programs for seniors and Medicaid recipients. As an alternative to public-sector (or non-profit) transportation, there is a Greyhound bus stop in Kelso, but there is no service to Kalama or Woodland.



Marine Transportation³

The Columbia River along the Port of Kalama industrial area averages about 55 feet in depth only 25 feet from the shoreline and up to 100 feet in the main channel. The river is very wide off the Kalama shore, providing an excellent turning basin for ships. Kalama is located along the Columbia River Navigation Channel and is 72 miles from the Pacific Ocean.

The Port of Kalama currently has several marine terminals including two grain elevators, a general cargo dock, barge dock and liquid bulk facility. Harvest States Cooperative and Kalama Export LLC, lease/own the grain elevators. The newest marine terminal is the North Port Marine Terminal, a general cargo terminal north of the Kalama River. This new facility is currently utilized by Steelscape. The barge dock is mostly used in the shipment of lumber and forest products, while the liquid bulk facility is located next to Noveon. The Port of Kalama also operates a 222-slip public marina and boat launch within city limits, which is currently at capacity.



Rail Service

Kalama has excellent railway facilities for freight and industrial uses. Service is provided by the Union Pacific and the BNSF railroads. The BNSF mainline is adjacent to the Port of Kalama's main facilities. Rail

³ Portions of this section derived from the *Port of Kalama Comprehensive Plan* prepared by BST Associates in 2003.

traffic at the Port of Kalama averages approximately 45,000 cars per year. Also of note is the “third rail” project that is being spearheaded by BNSF and the WSDOT. The 18-mile projects will run from Kelso to Martin’s Bluff and will streamline rail switching, storage and stacking along the busy corridor. It will also result in the replacement of the pedestrian bridge west of Elm Street in Kalama.

There is limited access to passenger rail service (Amtrak), 12 miles north in Kelso. Citizens could take CAP and CUBS transportation to the Kelso multi-modal transit station and then have direct access to Amtrak.

The Port of Kalama is the third largest port in Washington and one of the top ten largest on the west coast. The majority of the rail cargo is brought into the port facilities on rail. The Peavey Grain elevator has a loop track to accommodate 100+ car “unit trains.” The cargo is loaded directly onto ships for the railcars. The Port built a spur line to facilitate increased rail traffic to the Steelscape plant and the proposed dock at the north port. Finally, the Port is inventorying and updating the rail facilities at Harvest States grain elevators. The rail traffic is predicted to increase with the completion of the channel deepening for the Columbia River Shipping Channel. This will allow for cargo ships to service the grain terminals which will result in an increase in rail traffic.



Air Transportation

There is no air service to Kalama and no airports within the greater city limits. The nearest general aviation airports include

facilities in Kelso and Woodland. Portland International Airport (PDX) in east Portland, Oregon provides the closest large-scale commercial service and is located 45 miles south of Kalama. An individual from Kalama could utilize a mixture of public and private transportation to reach the airport, without using their own vehicle.



Transportation Improvements: Issues of Concern & Possible Solutions

Possible solutions to these transportation issues may be implemented by the city or a private developer as part of a project. The list below is not meant to be absolute, but is designed to account for some of the general transportation-related issues facing the city.

⇒ ***Problem: Overall street system is inadequate.***

- A. Elm Street is the only east/west through street from downtown to the upland residential areas.

Possible Solutions:

- 1) The city of Kalama has only one efficient east/west through street because the steep terrain restricts all other options. What compounds this problem is that Elm Street intersects with the city's school complex. With proposed developments occurring in the east hills, pedestrian/traffic problems around the school area are very likely in the future. Development ordinances and/or regulations regarding future developments in this area should be

carefully reviewed to minimize possible congestion problems.

B. Circulation within the city's uplands may be improved by:

- 1) Extending Gwynne Road south to Military Road.
- 2) Building a new road that runs north/south and connects Taylor Road and China Garden Road above the school property.
- 3) Building a connecting street between the residential development atop Taylor Road and Spencer Creek Road.

⇒ ***Problem: Downtown streetscape needs revitalization.***

Possible Solutions

- 1) Support implementation of the Kalama Community Action Plan (KCAP) as it relates to downtown transportation improvements.
- 2) Construct pedestrian "bulb-outs" and other features to improve pedestrian access and safety.
- 3) Work with merchants to improve downtown aesthetic.

⇒ ***Problem: Many local streets, especially collectors, are too narrow and steep and they lack adequate shoulders and sidewalks for safe pedestrian use.***

Possible Solutions:

- 1) Where possible, sidewalks and other pedestrian way improvements should be considered in the street improvements program.

- 2) Pedestrian safety and ease of travel should be a primary consideration in reviewing new development, especially as it relates to school transportation.

⇒ ***Problem: Traffic and parking problems exist downtown. As previously mentioned, the parking problem may be one of parking habits rather than a real shortage of spaces.***

Possible Solutions:

- 1) Encourage downtown employees to park near, but outside of the downtown area and enforce parking time limits.
- 2) Decrease the amount of parking time permitted to encourage a higher rate of turnover.
- 3) Improve Fir Street to create more accessible parking.
- 4) Require businesses to incorporate sufficient off- street parking into new construction.



Looking south along Eighth Street

Six-Year Street Plan

As mandated by state law, the City of Kalama maintains a six-year street plan that

is updated annually. The 2006-2011 version lists seven main projects (Appendix C). Funding is the most important component of transportation improvements. The city will examine ways of supplementing their street fund through bonds, special levies and any available state and/or federal monies.

Funding Sources

A list of possible funding sources for transportation improvements is provided in the Capital Facilities Plan portion of Chapter 5: Capital Facilities, Utilities & Services.



Corner of First and Fir Street

CHAPTER 7 ECONOMIC & COMMERCIAL



The Kalama Shopping Center

Economic and commercial growth in the City of Kalama is centered on sustaining and creating a diversified employment base. The entire community benefits from having a stable tax base and a variety of employment opportunities and sectors. Despite the healthy downtown business district and the city's proximity to the Port of Kalama, many residents commute outside the immediate area for work and view Kalama as a bedroom community. Encouraging a robust economic base helps to strengthen the quality of life in the region, attracting more business, industry and enabling more residents to work in Kalama or the surrounding area, if they so choose.

Along with the Port, historic downtown Kalama lies at the heart of the city and its economy. The downtown commercial core provides essential products and services to area residents. A robust local economy must be centered on a healthy downtown that is accessible, walkable and inviting for all.

The update of the Economic & Commercial Element of the Kalama Comprehensive Plan

comes on the heels of the Kalama Community Action Plan (KCAP) that was completed in 2004 (Appendix A). The KCAP provides a program of specific activities and projects which give the city and business community direction and seek to improve the local economic environment, particularly in the central business district (downtown). The plan was spearheaded by the Kalama Chamber of Commerce, Port of Kalama and the City of Kalama. A committee made up of a diverse group of individuals led the planning effort and was assisted by professional support.

In an attempt to limit duplication of efforts, this chapter provides only a sampling of economic data and suggested actions to enhance the economic conditions within the city and Port of Kalama. The City of Kalama fully supports the KCAP, looks forward to facilitating its implementation and will continue to strive to improve the economic and employment opportunities in the region. The KCAP included a detailed "analysis of existing economic conditions" that is included in Appendix A.

Goals

1. Achieve a well-balanced, diversified economy to encourage a stable rate of economic growth and community prosperity.
2. Provide adequate public facilities to support, complement and attract a stable rate of economic growth.
3. Attain an improved level of commercial and service activities in the city.
4. Work toward implementation of the Kalama Community Action Plan (2004).

5. Encourage the creation of family-wage jobs in and around Kalama. consistent commercial development occurs within and outside of the downtown core.
6. Enhance and support the historic downtown as the center of commercial activity and community identity.
7. Revitalize the economic connection between the Port of Kalama industrial area and area residents.

Policies

1. Cooperate with the Port of Kalama to:
 - a. Promote an expanded and diversified economic and employment base.
 - b. Improve signage into town and the Port.
 - c. Examine the possibility of annexing selected industrial and commercial lands into the city.
 - d. Ensure those industrial activities that discharge pollutants adhere to federal, state and local pollution abatement requirements.
 - e. Limit incompatible land uses within city jurisdiction that are adjacent to Port property.
2. Promote an improved level of commercial and service activities through active participation in downtown revitalization efforts.
3. Consider designating portions of newly annexed land “commercial,” to encourage economic growth, when consistent with the Comprehensive Plan.
4. Establish design standards and guidelines to ensure that attractive and consistent commercial development occurs within and outside of the downtown core.
5. Review and update the city’s home occupation standards to ensure they permit small-scale home business activities that have no impact to the surrounding neighborhood and are secondary to the residential use.
6. Permit Commercial uses more intensive than home occupations in residential structures when disruption to the neighborhood is minimal and the outside appearance of the structure remains residential. In this regard, review of the Professional Services Overlay District shall be conducted and expansion of the district considered.
7. Work closely with the Port of Kalama, Kalama Chamber of Commerce and the Kalama Community Action Plan Committee (Action Team) to implement economic development strategies specified in the Action Plan.
8. Ensure that sufficient commercial lands exist to meet various retail, service and general consumer needs.
9. Encourage the rehabilitation and re-use of historic buildings and/or dilapidated commercial areas.
10. Increase signage from I-5 and along city gateways/entrances to encourage additional tourist traffic and provide aesthetically pleasing entrance features.
11. Encourage future commercial development at Exit 27 (I-5) south of the existing city limits, with annexation of this area being a short-term priority. Annexation and subsequent development

around Exit 32, north of the city, shall be a long-term objective.

Commercial & Industrial Development

Commercial/Industrial Development Goals

1. Protect the integrity of the historic downtown and encourage the establishment of new commercial and industrial enterprises that will bring services and jobs to the community.
2. Maintain and develop an urban environment that is visually pleasing and functionally efficient.
3. Encourage mixed-uses in the Central Business District as part of downtown development and revitalization.
4. Work towards adequate public parking in the downtown commercial area given the physical constraints.
5. Encourage all new commercial development and redevelopment to be pedestrian-oriented.

Commercial/Industrial Development Policies

1. Encourage participation in the revitalization of the downtown area and coordinate capital improvements with downtown revitalization plans.
2. Encourage the implementation of the 2004 Kalama Community Action Plan as it relates to development, community design and appearance.
3. Encourage the rehabilitation and preservation of historic buildings, signs and other structures; consider

establishing a Historic Preservation District downtown.

4. Establish design standards or guidelines for the downtown business district to ensure new development and remodeling are compatible with existing structures and the overall vision for the city.
5. Facilitate revitalization of the downtown by discouraging expansion of the central business district until the land in the downtown core approaches full utilization.
6. Work closely with the Port of Kalama to ensure that industrial zoning and other land use classifications are compatible with Port of Kalama goals, activities and future plans.
7. Review and periodically update the sign code as needed. Existing signs that provide local color, historic character, individuality, a sense of place or orientation and clues to a building's history may be preserved.
8. Work with the Port of Kalama to encourage industries to preserve public access to the Columbia and Kalama river shorelines whenever possible.
9. Facilitate cooperation between the City of Kalama and the Port of Kalama in seeking state and federal funds to extend sewer and water service to the entire port industrial area.
10. Review proposed industrial development for wastewater pre-treatment discharge requirements prior to final site plan approval.
11. Encourage the siting of a restaurant and/or other amenities near the marina,

while preserving public access to the shoreline.

12. Promote excellence of design by encouraging:

- The blending of architectural styles, colors and design features;
- The proper relationship between building mass and the site;
- Buffering, when necessary, from surrounding/adjacent land use;
- The incorporation of landscaping into overall site design.

13. Areas adjacent to industrial land (developed or slated for development) shall not be classified low-density residential unless separation is provided by roads, easements, vegetation, screening, or other effective means.

14. Determine if limited neighborhood commercial development may be appropriate where neighborhood compatibility can be achieved through appropriate architectural design, structural size and bulk limitations, landscaping and other conditions deemed necessary. Traffic and parking impacts shall also be a primary consideration.

15. Preserve neighborhood character. Permitted neighborhood commercial uses should utilize landscaping and screening to minimize visual incompatibility with adjacent residential uses and enhance the overall project appearance. Signage and advertising features shall also be limited in size and scope to preserve neighborhood character.

16. New or reconstructed buildings in the central business district should face the main street.



View looking north along Frontage Road

Economic Conditions & Information

The importance of a healthy economic base is well illustrated in the history of Kalama. Although the Kalama area attracted a few settlers in the 1850s, it was not until 1871, when the Northern Pacific Railroad chose the site as its southern terminus for the railway north to Tacoma, that Kalama really became an established town with an economic reason for its existence.

Wood-burning steamers between Kalama and Goble, Oregon provided a vital link in continuous train service from Portland to Tacoma. In 1872, Kalama, then a boomtown approaching 3,500 people, became the first county seat of Cowlitz County. Lumber, fishing and agriculture complemented the lucrative transshipment business, and families came and earned their livelihood. This basic economy of goods and services brought money to the area. Trade-oriented people came to fill local consumer needs and the town grew in size and prosperity. This money, or income, changed hands not once, but many times. Thus, its effective value was multiplied as it was repeatedly spent within the community.

The disastrous fire of 1879, the move of the railroad terminus to Tacoma, the eventual relocation of the county seat to Kelso in 1920, and the growth of Longview burst the bubble. Despite this, the lumber industry, rail and deep-water port facilities remained and set the stage for future expansion of the local economy. This expansion was assured by establishment of the port district in 1920. Most of the town's more recent history and development is directly linked to the early recognition that Kalama's excellent rail and road connections and port facilities would attract a variety of industry.

Although Kalama has remained a fairly small community in terms of population, its economic base is substantial and indeed, extraordinary compared to other communities several times its size. Industries within the Port of Kalama represent significant sources of employment for residents of Kalama, Cowlitz County and the broader region. In fact, companies located within or near Kalama including Steelscape, RSG Forest Products and Noveon Chemicals rank among the top twenty employers in all of Cowlitz County.

In 2002, the Port of Kalama had the third largest cargo volume in the state, behind Tacoma and Seattle. Total waterborne trade at the Port was just under \$900 million for 2002. With nearly 1,000 total acres and around 175 acres available for development, the Port of Kalama is poised for continued growth and prosperity.

Household Income

Household income is discussed in detail in the Housing Element (Chapter 4). To briefly summarize, Kalama has a median household income of \$38,152 according to the 2000 Census (Table 7-1). Assuming a 2.0% annual growth rate, the city has an

estimated median income of \$42,123 (unofficial estimate). Median household income for Cowlitz County is estimated at \$43,675 for 2004 (OFM projection). Compared to the state median income of \$45,776 in 1999 (Census 2000) and a projected 2004 median income of \$51,762, it is clear that Cowlitz County and the City of Kalama lag behind the state in terms of median income. Compared to other cities in the county, Kalama is relatively prosperous when it comes to median household income. In 1999 its median income was second in the county to Woodland. Despite this, the overall increase in median household income from 1989 to 1999 was the second lowest in Cowlitz County.

Table 7-1: Median Household Income for Selected Cities and Cowlitz County

City	1989	1999	Increase
Kalama	\$30,542	\$38,152	25%
Kelso	\$23,887	\$29,722	24%
Longview	\$25,535	\$35,171	38%
Woodland	\$25,615	\$40,742	59%
Cowlitz County	\$27,866	\$39,797	43%

Source: Census 2000

Table 7-2 presents the range of household income within the City of Kalama. While this information is somewhat dated, it still presents an interesting look at the stratification of income in the city. Approximately 72% of city residents had incomes over \$25,000 annually. Household income in the region has mirrored state and national trends and has been relatively stagnant over the past few years.

Table 7-2: Household Income, Kalama

Annual Income	Households	Percentage
<\$15,000	126	17%
\$15,000-\$24,999	91	12%
\$25,000-\$34,999	118	16%
\$35,000-\$49,999	129	18%
\$50,000-\$74,999	145	20%
\$75,000-\$99,999	65	9%
>\$99,999	64	9%

Source: Census 2000

Employment Characteristics

City residents accounted for a total of 793 workers in 2000. Of this total, around 71% were employed within Cowlitz County (Table 7-3). A small percentage of the population works from home, while nearly 12% of workers are employed in another state, most likely Oregon.

Table 7-3: Place of Employment

Worker Location	Workers	Percent
Cowlitz County	566	71.4%
<i>Kalama</i>	(177)	(22.3%)
<i>Home</i>	(22)	(2.8%)
Outside Cowlitz Cty.	134	16.9%
Outside Washington	93	11.7%
Total Workers	793	

Source: Census 2000

The economic situation in Kalama is heavily dependent upon the overall economic state of Cowlitz County and southwest Washington. The labor force in Cowlitz County increased slowly over the last decade (Table 7-4). As a whole, the county’s economic engine has been oriented toward manufacturing and industrial activity related to the timber industry. These enterprises have declined in terms of their overall share of the employment base,

consistent with statewide trends. Unemployment has fluctuated widely over the last several years and remains well above state and national averages, but is consistent with some adjacent counties including Lewis (WA) and Columbia (OR).



Industrial activity in the Port of Kalama

Table 7-4: Labor Force and Unemployment, Cowlitz County

Year	Labor Force	Unemployment
1970	27,500	8.1%
1975	31,530	8.4%
1980	34,610	10.7%
1985	34,260	11.9%
1990	37,910	6.7%
1995	40,180	8.2%
2000	41,080	7.8%
2004	43,190	8.6%

Source: Washington State Employment Security

In terms of employment sectors, Cowlitz County supports over 7,000 manufacturing jobs, while trade, transportation and utilities comes in a close second, with 6,800 people employed (Table 7-5). Government, education and health care all represent major employment sectors within the county. Retail trade and the service industry are two of the fastest growing sectors within the county.

Table 7-5: Major Employment Sectors of Cowlitz County, March 2005

Industry	Employed
Manufacturing	7,100
Trade, Transp., Utilities	6,800
Government	6,100
Education & Health Services	4,900
Health Care & Social Asst.	4,600
Local Government	4,600
Non-Durable Goods	4,300
Retail Trade	4,200
Natural Resources/Mining	3,300

Source: Washington State Employment Security

Kalama’s local employment base is generally more diversified than Cowlitz County as a whole. Although the city relies on many manufacturing jobs, primarily generated at the Port of Kalama, residents are employed in a broad range of enterprises. According to the U.S. Census Bureau, only 4.3% of Kalama workers were listed as unemployed in 2000. Table 7-6 summarizes the percentage of city residents employed in various industries:



Downtown Kalama streetscape

Table 7-6: Kalama Employment

Industry	Employed*
Manufacturing	16.2%
Education, Health, Social Services	15.5%
Retail Trade	11.4%
Arts, Entertainment, Recreation, Food	9.2%
Construction	9.0%
Transportation, Warehousing, Utilities	8.3%
Professional, Scientific, Management	7.7%
Other Services	7.3%
Public Administration	6.1%
Finance, Insurance, Real estate	5.0%

* Age 16 years and over

Source: Census 2000

In Kalama, around 17% of workers are employed outside of Cowlitz County. A sizeable portion of Cowlitz County residents (and presumably Kalama residents) commute to Clark County for work. Interestingly enough, an equal number of people commute from Clark County to Cowlitz County for employment. While there are no specifics for Kalama residents, it is expected that the vast majority of those who work outside of the county, commute to Clark or Multnomah counties in the Portland-Vancouver metropolitan area. The mean travel time to work is 21 minutes according to the 2000 Census. This number will likely increase as more people move to Kalama and commute to the Portland-Vancouver metropolitan area.

Kalama’s proximity to Longview, Kelso, Vancouver and Portland results in a fair amount of its workforce traveling outside of the city to work. In terms of actual time

spent commuting, more than 80% of residents commute less than 34 minutes per day (each way) on average (Table 7-7). Nearly a quarter of people have a commute of less than nine minutes, suggesting that they likely work within the Kalama area or perhaps Longview/Kelso.

Table 7-7: Length of Commute to Work

Commute (minutes)	Commuters 2000	Percent Distribution
1-9	172	22.2%
10-19	259	33.5%
20-34	196	25.3%
35-44	61	7.9%
45-59	42	5.4%
>59	44	5.7%

Source: Census 2000

Port of Kalama Employment¹

A significant segment of Kalama's economic success and growth can be attributed to industrial development in the Port of Kalama. The Port's main focus areas include land development, property management, marketing and public recreation. Jobs in the Port total around 950, a 50% increase over the 1993 count of 635 persons employed. The top three employers include Steelscape, Noveon Kalama and RSG Forest Products (Table 7-8). The financial outlook for the Port of Kalama is promising, as returns on investment are high and overall revenue continues to climb.

¹ Information in this section is primarily derived from the *Port of Kalama Comprehensive Plan* prepared by BST Associates in 2003.

Table 7-8: Port of Kalama Businesses and Employees

Company	Employees
Steelscape, Inc.	295
Noveon Kalama	163
RSG Forest Products, Inc.*	158
North Star Yachts	83
Gram Lumber Company*	74
Kalama Export LLC	50
Madill Equipment USA	22
Cenex/Harvest States Coop.	21
James J. Williams	20
State of Washington	19
Clariant	14
Port of Kalama	14
Archwood Protection	6
Kemiron	4
MG Industries	2
AT&T	1
Longview Fibre	1
Vancouver Oil Company	0
Total	950

*Joint company that occupies same location

Source: Port of Kalama, *Comprehensive Plan (2003)*

The Port also operates a 222-slip marina, boat launch, RV park, five-acre day-use park, public beaches and 11,000 linear feet of pedestrian and/or bicycle pathways. A boardwalk has been installed around the marina and a pedestrian overpass connects the City of Kalama to the Port's recreational and industrial areas. The recreational facilities are used heavily, and the marina has a waiting list of more than 200 vessels. The Port contains five distinct geographical areas as discussed in additional detail below.

North Port – The North Port area includes approximately 200 acres and occupies the northern edge of the existing Port properties, north of the Kalama River. Development of this area will continue to focus on marine terminal and water-dependent industry. The Steelscape plant consumes approximately half the land area, with the remaining 100-125 acres of land available for development.

Industrial Park – The Port of Kalama’s Industrial Park is located just south of the Kalama River and north of the Kalama Export grain elevator. Approximately 75 acres is available, and the property is fully serviced by all major utilities.

Central Port: Industrial – Located north of the marina and south of the Kalama Export facility, nearly all of this land area is occupied by existing development. There may be opportunities for redevelopment of some properties.

Central Port: Recreational – This area includes the marina and extends southward from the city limits past the RV park. Pedestrian access is accomplished via the pedestrian bridge (over railroad mainline), connecting the area to the City of Kalama.

South Port – This area extends just south of the RV park to the southern boundary of the Port area. Access is through the Todd Road interchange off I-5 (Exit 27). Relatively dense development characterizes most of this area, although there is some possible room for further expansion. Privately owned property (Madill, Clariant, Arch Wood Protection) accounts for a sizeable portion of this area.

Regional Employment Outlook²

Cowlitz County is a “distressed county” (as of 2004), meaning that it has unemployment rates 20% higher than the statewide average for three consecutive years. Manufacturing is more prevalent in Cowlitz County than the statewide average and is led by timber, paper and food processing. In 2000, manufacturing accounted for 26% of employment, with an average wage of \$44,174, which was the seventh highest wage in the state. Despite the high wages and overall dominance, manufacturing has declined significantly over the last 20 years, primarily related to decreasing employment in timber and related industries.

Wholesale and retail trade represents a bright spot at the county level. In Cowlitz County, the number of people finding work in wholesale/retail trade more than doubled between 1970 and 2000 (128%). The growth in the wholesale/retail job sector has helped to offset declines in timber-related and manufacturing jobs. However, wages in the service sector are quite low, averaging \$23,263 per year in 2000. The local economy of the Kalama area is mostly reliant on industrial types of employment such as manufacturing, transportation, utilities and wholesaling, but is expanding into other employment sectors, including retail, education, health and social services.



² See *Cowlitz & Wahkiakum County Profile* produced by the Washington State Department of Employment Security in 2002.



Downtown welcomes visitors and locals alike

Socioeconomic Trends

Regarding education attainment, the City of Kalama has a slightly higher percentage of residents with a bachelor's degree or higher (14.9%) compared to Cowlitz County (13.3%) (Census 2000). Both the city and county have a substantially lower percentage of college-educated residents when compared to overall state figures (27.7%). Eighty-four percent of city residents have at least a high school diploma (or equivalent). The city and Cowlitz County lag behind Clark County in terms of high school and college graduates. However, many workers in fields such as manufacturing have significant technical training and are highly skilled in their fields.

Table 7-9: Educational Attainment, City of Kalama

Highest Level of Education	Percent
Less than High School	18.3%
H.S. Diploma or Equivalent	33.4%
Some College	26.7%
Associate Degree	8.6%
Bachelor's Degree	10.2%
Master's Degree	3.6%
Professional/Doctorate	1.2%

Source: Census 2000

Education and Training

Residents of Kalama and the surrounding area have access to higher education and/or technical training at several nearby institutions. Southwest Washington has historically lagged behind other regions in terms of educational opportunities, particularly in terms of four-year degree programs. The closest institution to Kalama is Lower Columbia College in Longview, which offers mostly two-year degrees and numerous training opportunities to a student population of over 4,300 people (includes part-time students). The Lower Columbia Leadership Academy (in Longview) provides area residents the opportunity learn/enhance community leadership skills.

Outside the immediate area, Washington State University (WSU Vancouver) and Clark College in Vancouver offer a variety of training and degree or transfer programs. Clark College offers two-year degrees and technical training to over 12,000 full and part-time students per year, making it the third largest community college in Washington State. Washington State University Vancouver provides bachelor and graduate degrees to transfer students and will begin accepting small numbers of freshmen students in the fall of 2006. The greater Portland area offers opportunities for study at many acclaimed institutions including the University of Portland and Portland State University, both within 45 minutes of Kalama.

Tourism & Retail Spending

Travel and tourism is a very important economic activity and revenue generator in Washington State. The travel industry generates sales in lodging, food service, recreation, transportation and retail businesses. The growth of the travel

industry has historically been strong and relatively stable. The travel industry generates many employment opportunities because it is service-oriented and labor-intensive. The promotion of visitor amenities can trickle through a community, because the same attributes that draw visitors to a community can also enhance the quality of life for residents.³

Travel spending in Cowlitz County topped \$98 million in 2003 and employed over 1,500 people.⁴ Visitors staying in commercial accommodations including hotels, motels, bed and breakfast inns and resorts spent more money than all other types of visitors.⁵

The City of Kalama is in an excellent position to capture tourist dollars, with its prominent location off I-5. The thriving antique district in the historic downtown provides a significant source of retail spending within the city. While Kalama may not attract many overnight or extended-day visitors, it does offer overnight accommodations and several restaurants. Travelers “just passing through” can get a meal, gas or groceries within minutes. Enhancing the city’s appearance from the freeway and improving signage should help economic development in the city.

Retail spending in the Kalama trade area, which includes businesses outside of the city limits, totaled over \$10 million in 2002 and has increased 57.6% since 1998. Taxable retail sales were \$28 million in 2000 and \$25.4 million in 2004. Table 7-10 provides a summary of local businesses within the

Kalama ZIP Code (98625) as provided by the U.S. Census Bureau. The vast majority of these businesses reside within the city limits of Kalama or the Port of Kalama industrial area. Downtown Kalama features dozens of businesses offering a vast array of services and products. The central business district is comprised of approximately 22 acres, of which only around seven percent (1.6 acres) are vacant. Despite the lack of undeveloped land in the downtown core, there are opportunities for redevelopment and more intensive use of existing structures.

Table 7-10: Businesses within the Kalama Area (zip code)

Industry Sector	Businesses
Retail Trade	17
Manufacturing	12
Construction	12
Food Serv./Accommodation	9
Transport./Warehousing	9
Health Care/Social Asst.	6
Forestry/Fishing/Ag.	6
Real Estate/Rental/Leasing	4
Wholesale Trade	3
Professional/Scientific	3
Administration/Support	3
Information	2
Finance/Insurance	2
Educational Services	1
Arts/Entertainment/Rec.	1
Other Services	1

Source: U.S. Census Bureau: ZIP Code Businesses Patterns (2002)

³ CTED, 2004. *The Economic Significance of the Washington State Travel Industry*.

⁴ CTED, 2004. *Washington State County Travel Impacts*. Prepared by Dean Runyan Associates.

⁵ CTED, 2004. *Washington State Statewide Travel Impacts & Visitor Volume 1991-2003p*. Prepared by Dean Runyan Associates.

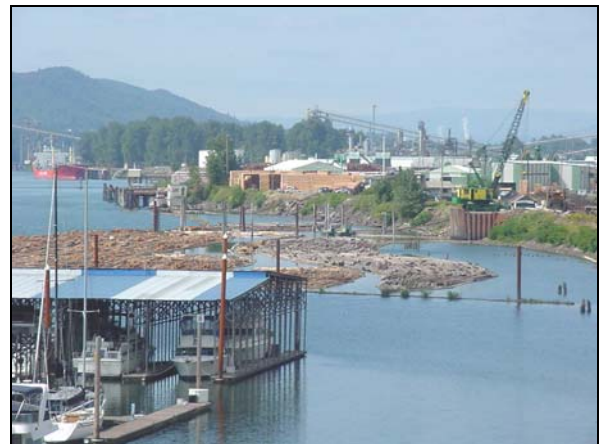
Kalama Community Action Plan

As previously noted, the KCAP was completed in 2004 and serves as the guiding document for economic revitalization and enhancement in the Kalama area. For additional economic data, please see the “analysis of existing economic conditions” that follows the KCAP (Appendix A). The KCAP includes a summary of economic data and economic improvement scenarios, including a detailed list of strategies and actions to implement the community vision contained within. The following list provides a synopsis of selected implementation recommendations from the KCAP:

- Construct an information center/kiosk in the downtown for residents and visitors. A community “commons” area could be part of the proposal.
- Improve signage from I-5 to encourage more drivers to visit Kalama.
- Enhance the aesthetic appearance of the downtown by improving existing buildings and the interstate wall adjacent to Frontage Road.
- Develop a common architectural framework for the commercial area to ensure design consistency.
- Ensure adequate parking downtown and enforcement of parking rules.
- Construct “welcome” and informational signs at city entrances.
- Improve the downtown streetscape by updating sidewalks, installing pedestrian features and adding/enhancing landscaping.
- Improve the marketing of downtown and other riverfront amenities.
- Seek to develop additional recreational opportunities that draw tourists to the area.



View looking south along Frontage Road



Industrial development at the Port of Kalama

CHAPTER 8 PARKS, RECREATION & OPEN SPACE



Port of Kalama Marina

Providing adequate parks, recreation and open space is of great importance to the quality of life in the Kalama region. The Kalama Public Works Department operates and maintains several city-owned facilities. The Kalama School District and Port of Kalama also provide numerous recreational facilities to local residents and the city looks forward to continued cooperation in an effort to best serve the community. The city reviews new developments to ensure provisions are made for parks and recreation and continually seeks funding to improve and upgrade the park system. It is the intent of the city and the comprehensive plan to foster a “walkable” community that is pedestrian-friendly.

The City of Kalama’s ***Park and Recreation Plan*** completed in 2002 (Appendix D) outlines a series of goals, policies, objectives and important background information in an effort to guide recreational development in the Kalama area. The Park and Recreation Plan will serve as the Park, Recreation and Open Space Element of the Comprehensive Plan and is hereby adopted by reference.

Accordingly, this section is brief in scope and interested parties are encouraged to refer to the park plan for goals, policies and other details.

The park plan was designed to meet state requirements and was approved by the Interagency for Outdoor Recreation (IAC). The city will continue to update its Park and Recreation Plan in accordance with state law to retain eligibility in a variety of funding programs and to facilitate longer-range park and recreation planning.



Kalama School District Stadium



Kalama Community Building