

Kelso City Council Agenda

Regular Meeting, 6:00 pm
February 3, 2015
City Hall, Council Chambers
203 South Pacific
Kelso, WA 98626



**Special accommodations for the handicapped and hearing impaired are available
by special arrangement through the City Clerk's Office at 360-423-0900**

Invocation:

Pastor Chris Davis, Abundant Life Nazarene

Roll Call to Council Members:

1. Approve Minutes:

1.1. January 20, 2015 – Regular Meeting

2. Presentation:

2.1. Kelso Police Department Annual Report

3. Consent Items:

4. Citizen Business:

5. Council Business:

5.1. Agreement – Facility Use, South Kelso Neighborhood Association

5.2. Agreement – Longview Public Library

5.3. Agreement – Cowlitz County Reimbursable Work, Street Maintenance

6. Action/Motion Items:

6.1. Ordinance, 1st Reading

6.1.1. Adopt Comprehensive Plan Update

Other Items:

Kelso City Council Agenda

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- City Manager Report
- Staff/Dept Head Reports
- Council Reports
- Other Business
- Executive Session

Pastor Russ Jorgenson, Kelso Assembly of God Church, gave the invocation. Mayor David Futcher led the flag salute. The Regular Meeting of the Kelso City Council was called to order by Mayor David Futcher. Councilmembers in attendance were: Todd McDaniel, Rick Roberson, David Futcher, Gary Schimmel, and Gary Archer. Councilmembers Dan Myers and Jared Franklin were absent.

Minutes: Upon motion by Councilmember Schimmel, seconded by Councilmember Roberson, 'Approve the Minutes of the 1/06/15 Regular Meeting,' motion carried, all voting yes.

PRESENTATIONS:

2014 Annual Library Report: Library Manager Cindy Donaldson provided a presentation regarding the activities, events, partnerships, and patron statistics for the last year.

Online Billing and Permitting: Jayson Rogen of Compass Lane Inc. provided a preview of the City of Kelso Online Utility Billing/Payment Site.

PUBLIC HEARING:

Comprehensive Plan Update: Mayor Futcher opened the public hearing at 6:18 p.m. Citizens who spoke from the audience were as follows:

- Curtis Hart, 115 Williams Ave., Kelso
- Chris Bornstedt, 117 N. Maple St., Kelso
- Brent Blackburn, 122 Gassman, Castle Rock
- Adam St. Germain. 99 Stardust Lane, Kelso
- Chris Rietz, 306 Holcomb Rd., Kelso
- Scott Woodington, 131 Jack Rabbit Rd., Woodland
- Matt Nooner 116 Williams Ave, Kelso
- Jordan Willis, Rodman Realty, Inc.

There being no further comments from the public, Mayor Futcher closed the public hearing at 6:39 p.m.

CONSENT AGENDA:

1. **Appointment:** Planning Commission Position No. 3, Daniel Graves
2. **Auditing of Accounts:** \$ 1,464,950.43

Upon motion by Councilmember Schimmel, seconded by Councilmember Archer, 'Approve the Consent Agenda and the Auditing of Accounts in the amount of \$1,464,950.43,' motion carried, all voting yes.

CITIZEN BUSINESS:

Roger Williams, 2492 Kingfisher Lane, spoke about synchronizing the traffic lights on Allen Street.

Chris Bornstedt, 117 N. Maple St., spoke about solicitors in his neighborhood.

Nancy Nazareth, 602 Academy St., spoke about people driving the wrong way on a one way road near her home.

At 6:50 p.m., the Council adjourned into a 3 minute recess. At 6:53 p.m., Council reconvened into regular session.

COUNCIL BUSINESS:

Budget Discussion: City Manager Taylor commented that staff is requesting that the civil engineer position that was recently approved by the Council in the 2015 budget be changed to a higher classification at the senior engineer level. He commented that the maximum difference in the pay range is 10 percent. Upon motion by Councilmember McDaniel, seconded by Councilmember Roberson, ‘Authorize the change in the 2015 budget,’ motion carried, all voting yes.

MOTION ITEMS:

Resolution No. 15-1132 – Emergency Work, Mill Street Sewer Main Repair: The Deputy Clerk read the proposed resolution by title only. Upon motion by Councilmember Schimmel, seconded by Councilmember Roberson, ‘Pass Resolution No. 15-1132, ‘A RESOLUTION OF THE CITY OF KELSO FINDING THE SEWER LINE REPAIR ON MILL STREET TO BE A SPECIFIC EMERGENCY AND APPROVES CONTRACT FOR EMERGENCY REPAIR WORK WITHOUT FORMAL BIDDING.’ Motion passed, all voting yes.

MANAGER’S REPORT:

Steve Taylor: 1) Commented that a lease agreement with the South Kelso Neighborhood Association will be brought to the next regular council meeting. 2) Announced that the Department of Commerce and the Planning Association of Washington will be providing a short course for local planning.

COUNCIL REPORTS:

Gary Archer: 1) Provided a brief report on the last park board meeting. 2) Commented that the Citizens Police Academy will soon be taking applications.

Gary Schimmel: No report.

Rick Roberson: 1) Commented that the Citizens Police Academy is time well spent. 2) Spoke about revisiting the idea of requesting lights to be installed at the crosswalk on S. 8th and Allen St. 3) Spoke about the grand opening event he attended for the new Regal Cinema 12-Screen Theatre at the Three Rivers Mall.

Todd McDaniel: No report.

David Futcher: 1) He commented that he attended the grand opening for the new theatre. 2) Reported on the Mayors Exchange event held by the Association of Washington Cities he recently attended.

There being no further business, Mayor Futcher adjourned the meeting at 7:03 p.m.

MAYOR

CITY CLERK

AGENDA SUMMARY SHEET

Business of the City Council City of Kelso, Washington

SUBJECT TITLE: Facility Use Agreement
– South Kelso Neighborhood Association

Agenda Item: _____

Dept. of Origin: _____

For Agenda of: February 3, 2015

Originator: _____

PRESENTED BY:

Steve Taylor

City Attorney: Janean Parker

City Manager: Steve Taylor

Agenda Item Attachments:

Proposed Agreement

Summary Statement:

The proposed agreement would allow the South Kelso Neighborhood Association (SKNA) to use a City owned building located at 109 Allen Street for meetings and storage of project related materials. The building was formerly used as office space for City administration and Finance departments but has been unoccupied since 2004.

On May 6, 2014, Council passed Resolution No. 14-115 authorizing rental fees to be waived for organizations that promote economic development and fulfill certain needs of the community. That resolution included a list of preapproved community organizations; the SKNA is included on that list. In return for allowing their use of the facility, the City anticipates an increase in activity will reduce vandalism and maintenance costs, improve curb appeal for potential buyers while also encouraging the community services performed by the SKNA. The SKNA will be responsible for all utility costs above what the City has historically incurred while the building was vacant and the property will remain on the market for sale.

Recommended Action:

Move to approve the facility use agreement between the City and the South Kelso Neighborhood Association.

TEMPORARY LEASE AGREEMENT

This Temporary Lease Agreement is made this 3rd day of February, 2015, by and between the **South Kelso Neighborhood Association (“SKNA”)** and **City of Kelso, Washington (“City”)** whereby the City grants to SKNA a license for the temporary use of certain improved property of the City as follows:

Property located at 109 Allen Street including 3030 square foot building, and associated parking lot on the property; Tax Parcel 20036 (hereinafter **“Property”**)

WHEREAS, the City owns the Property, which was formally used for office space for City administration and Finance departments and has been unused since 2004; and

WHEREAS, the City wishes to have some use at the property to prevent vandalism, encourage activity and visibility of the property, and reduce maintenance costs; and

WHEREAS, it is the goal of the City to lease this property long term to a local business; this lease is intended to be a temporary and interim use to maintain activity at the property while a longer term tenant is being sought; and

WHEREAS, the City adopted Resolution No. 14-1115 on May 6, 2014 authorizing the waiver of rental fees for certain associations, including SKNA, that promote economic development and fill certain community needs; and

WHEREAS, SKNA is a nonprofit community service association formed for the purposes of neighborhood revitalization and has worked closely with the City to accomplish several City goals of neighborhood revitalization and stabilization, nuisance abatement, and city beautification; and

WHEREAS, SKNA has need of temporary office space for the purposes of holding bi-monthly meetings and storage of project related materials; and

NOW THEREFORE, in consideration of the mutual undertakings and consideration recited herein, the receipt and sufficiency of which is hereby acknowledged, the City and SKNA agree as follows:

1. Grant of License.

The City hereby grants to SKNA a nonexclusive license for access to and use of the Property for the purposes of holding regular and special meetings of the SKNA membership, and storage of materials and supplies related to SKNA neighborhood revitalization projects. The Property may also be used for public events in support of SKNA projects with the prior written approval of the City on a case by case basis. Additional permits, approvals, and event insurance may be required for such public

use. Any use of the Property by SKNA members must be for SKNA neighborhood revitalization projects only and have the approval of the SKNA Board for such purposes, Such use shall be coordinated through the SKNA President who is appointed under this Agreement as the custodian for security of the building.

The City specifically reserves the right to enter the Property upon 24 hours written notice to show the Property to prospective clients or to perform needed repair work. Further the City specifically reserves the right to grant to other community service organizations similar license to access and use the property so long as such use is not incompatible with the use by SKNA. The City and SKNA agree to work in good faith to address any scheduling, maintenance, or use conflicts in the event such other rights are granted.

2. Consideration.

In consideration of the right to use the Property, SKNA agrees to provide general and routine cleaning and maintenance related to their use of the building and to provide certain maintain and improvements to the property as follows and in accordance with a mutually agreed schedule:

Building interior:

Carpet cleaning (annual)

Carpet stretching (1 time)

Drapery repair and cleaning (annual)

Relocate the wires and poles from the middle of the room (1 time)

Wash windows (quarterly)

Paint non-brick areas—mutually agreed color palate (1 time)

Provide smoke detectors and fire extinguisher in compliance with law (1 time)

Building exterior and grounds:

Pressure wash the building and the parking lot (1 time)

Paint the outside (to match City Hall) (1 time)

Bark dust (1 time)

Remove holly bushes (1 time)

Trim and maintain other shrubbery (annual)

Parking lot maintenance (snow, ice, garbage, etc.) (as needed)

On or prior to November 30th of each year the Parties agree to review the maintenance and improvement tasks and schedule of this Paragraph and to amend this paragraph as may be necessary to assure adequate condition of the Property.

3. Term.

The term of this Agreement shall be from month to month commencing on February 3, 2015, and continue in effect until terminated in writing as provided herein. Either Party shall have the right to terminate this Agreement upon 30 days' written notice to the other Party.

4. Utilities.

The City shall be responsible for electricity in the amount of \$85 per month, which is the historic monthly charge while the Property has been vacant. SKNA shall be responsible for any electricity charges in excess of \$85.00 per month (or \$1020 annually), which is the agreed cost of SKNA's electrical use. Because of SKNA's infrequent and intermittent use, SKNA shall pay the electrical charges on a bi-annual basis on June 30 and December 31 of each year for administrative efficiency of the City. SKNA shall also be responsible for any other utilities such as water, sewer, telephone, or internet as SKNA may establish. Water and sewer utility charges shall also be billed on June 30 and December 31 of each year.

5. Maintenance and Restoration.

The City agrees to maintain the property in a safe and habitable condition and agrees to be responsible for any maintenance and improvements not described in paragraph 2 above. SKNA agrees to keep the property clean and free from garbage, debris, and graffiti and to perform the maintenance set forth in paragraph 2 above. Furthermore, SKNA agrees to keep the premises locked and secured when not in use.

6. Liability and Indemnification

SKNA acknowledges and agrees to restrict activity on the Property in accordance with the purposes stated herein and agrees, for itself, its members, and any heirs administrators, executors or assigns, that SKNA shall be responsible for and shall defend, indemnify, hold harmless and agree not to sue the City, its officers, officials, employees and volunteers from any and all claims, injuries, damages, losses or suits including attorney fees, arising out of or in connection with SKNA's use of the Property and any activities of SKNA or its invitees or assigns from whatever the cause including the participation of others in any event.

7. Insurance.

SKNA shall procure and maintain for the duration of this Agreement, Commercial General Liability insurance in an amount not less than 1,000,000 for each occurrence and 1,000,000 general aggregate, with the City of Kelso listed as an additional insured. The City agrees that the insurance provided by SKNA's fiscal agent

Pathways 2020 on behalf of SKNA shall comply with this requirement so long as SKNA remains a covered entity under this policy and the City is named as an additional insured on this policy.

8. No Third Party Rights/Assignment.

Nothing in this Agreement, express or implied, is intended to confer any rights or remedies upon any person, other than the parties and their respective employees and representatives. SKNA may not assign its rights under this Agreement without the City's prior written consent.

9. Counterparts.

This Agreement may be executed in two or more counterparts, which, when taken together, shall constitute one and the same instrument. The parties contemplate that they may be executing counterparts of this Agreement transmitted electronically or by facsimile and agree and intend that an electronic signature or a signature by facsimile machine shall bind the party so signing with the same effect as though the signature were an original signature.

10. General Provisions

- a. Redelivery of Property. SKNA agrees to redeliver to City the physical possession of the Property at the end of the term of this Agreement, or any extension of this Agreement, in good condition, excepting reasonable wear and tear, and damage by fire or from any other cause not attributable to the willful or negligent act of SKNA, or its employees, agents, invitees, or visitors.
- b. SKNA shall not sublease, assign, transfer, or encumber any of SKNA's rights in and to this Agreement or any interest therein, nor license or permit the use of the rights herein in whole or in part, without the prior written consent of the City.
- c. This Agreement represents the entire agreement between the City and SKNA relative to use of the Property.
- d. No provisions of this Agreement may be amended or modified except by written agreement signed by the Parties.
- e. The parties agree that all provisions herein shall bind and inure to the benefit of the parties and their respective heirs, legal representatives, successors, and assigns.
- f. Each individual executing this Agreement on behalf of said party represents and warrants that he or she is duly authorized to execute and deliver this Agreement on behalf of said party.
- g. This Agreement may be executed in counterpart and each counterpart constitutes an original document. Signatures transmitted electronically or by facsimile shall be deemed valid and binding on the parties

h. If any portion of this Agreement shall be held to be void, invalid, or unenforceable for any reason by a court of competent jurisdiction, the remaining portions of the Agreement shall continue to be valid and enforceable.

THIS AGREEMENT is executed by the Airport and the City of Kelso to be effective as of the Effective Date first written above.

Dated: _____, 2015

Dated: _____, 2015

South Kelso Neighborhood Association,

City of Kelso,

Signature: _____

Signature: _____

Title: _____

Title: _____

AGENDA SUMMARY SHEET

Business of the City Council City of Kelso, Washington

SUBJECT TITLE:

Interlocal Services Agreement between
The City of Longview and the City of Kelso to
Establish a pilot project for reciprocal library
borrowing.

Agenda Item: _____

Dept. of Origin: Library _____

For Agenda of: February 3, 2015 _____

Cost of Item: _____

City Manager: Steve Taylor _____

PRESENTED BY:

Cindy Donaldson
Library Manager/Children & Young Adult Services
Coordinator

AGENDA ITEM ATTACHMENTS:

Interlocal Services Agreement

SUMMARY STATEMENT:

This agreement would allow the Longview and Kelso libraries to explore the creation of a reciprocal borrowing process that would allow their respective patrons to borrow library materials in-person from the other library under the same conditions that apply to resident patrons (excluding non-resident charges for library services) as a one year pilot project.

FINANCIAL SUMMARY:

None

RECOMMENDED ACTION:

Staff recommends Council grant the City Manager authority to enter into this agreement with the City of Longview.

**INTERLOCAL SERVICES AGREEMENT
BETWEEN
THE CITY OF LONGVIEW AND THE CITY OF KELSO TO
ESTABLISH A PILOT PROJECT FOR RECIPROCAL LIBRARY
BORROWING**

This interlocal agreement is made this _____ day of _____, 2015 between the City of Longview hereinafter referred to as Longview, and the City of Kelso, hereinafter referred to as Kelso.

Whereas, the City of Longview maintains a public library, which desires to expand the opportunities for its library patrons to utilize library services when they are outside of Longview; and

Whereas, the City of Kelso maintains a public library, which desires to expand the opportunities for its library patrons to utilize library services when they are outside of Kelso; and

Whereas, the Longview City Council and the board of trustees of the Longview Public Library (hereinafter referred to as LPL) and Kelso City Council and the board of trustees of the Kelso Public Library (hereinafter referred to as KPL) find that it is in the best interests of their respective libraries to explore the creation of a reciprocal borrowing process that would allow their respective patrons to borrow library materials in-person from the other library under the same conditions that apply to resident patrons (excluding non-resident charges for library services); and

Whereas, all parties understand that reciprocal borrowing is not a replacement for, but rather a supplement to the services their libraries provide,

IT IS NOW THEREFORE AGREED BY THE PARTIES AS FOLLOWS:

- 1. Purpose.** The purpose of this agreement is to facilitate the use of neighboring libraries by our Resident Cardholders. No separate entity or board is created by this agreement.
- 2. Term.** This agreement shall commence on April 1, 2015 and expire on June 30, 2016. After twelve months, the Reciprocal Borrowing Pilot Project will be evaluated and a recommendation will be made to both Cities on the continuance of a permanent reciprocal agreement, to be approved before the termination of the agreement in order to ensure continuity of service.
- 3. Definitions.** For the purposes of this agreement a “Resident Cardholder” shall refer to a library cardholder who resides within the city limits of the City of Longview or the City of Kelso, as well as those entitled by the library policies of each library to resident library cards, including but not limited to City property and business owners, and residents of the Cowlitz County Partial-County Rural Library District. “Owning Library” refers to the library that owns the item to be checked out.

4. Specific Provisions. The Resident Cardholders of one library's service area may obtain a library card permitting the use of the other library's facilities and services, without payment of a non-resident fee, under the following conditions:

(a.) The current policies and procedures for the provision of library services of each library shall remain in effect, with no coordination or standardization required, and specifically including the following provisions:

1. Library materials placed on hold must be picked up by the library cardholder at the Owing Library.
2. Library Materials must be returned to the Owing Library; if the library materials owned by one library are returned to the other library, the materials will be routed back to the Owing Library, but any overdue charges will continue to accrue under the terms of the Owing Library's policies.

(b.) A cardholder of LPL shall be entitled to all of the privileges of a Resident Cardholder of KPL; likewise, a cardholder of KPL shall be entitled to all privileges of a Resident Cardholder of LPL.

(c.) Each system shall establish tracking codes to provide information, on an annual basis, on the number of cards issued and the number of items checked out from their respective libraries.

5. Review and Administration. The Directors/Managers of both libraries shall be the administrators of this Agreement and will review the effectiveness of this Agreement quarterly and will submit a report to their governance bodies three months before the end of the project, so that there is time to extend or renew the Agreement before the end date.

6. Financing. Each party will bear its own cost of performing under this Agreement.

7. Termination. The Agreement may be terminated by either party upon 90 days' written notice to the other party.

8. Notices. Any notices or other contacts required under the terms of this Agreement must be directed to the following:

To the Longview Public Library
Attn: Library Director
1600 Louisiana St.
Longview, WA 98632

To the Kelso Public Library
Attn: Library Manager
351 Three Rivers Drive
Kelso, WA 98632

9. Amendment. This agreement may be modified only by further agreement in writing as mutually agreed to by both parties.

10. Mediation/Arbitration Clause. If a dispute arises from or relates to this Agreement or the breach thereof and if the dispute cannot be resolved through direct discussions, the parties agree to endeavor first to settle the dispute in an amicable manner by mediation administered by a mediator under JAMS Alternative Dispute Resolution service rules or policies before resorting to arbitration. The mediator may be selected by agreement of the parties or through JAMS. Following mediation, or upon written agreement of the parties to waive mediation, any unresolved controversy or claim arising from or relating to the Agreement or breach thereof shall be settled through arbitration which shall be conducted under JAMS rules or policies. The arbitrator may be selected by agreement of the parties or through JAMS. All fees and expenses for mediation or arbitration shall be borne by the parties equally. However, each party shall bear the expense of its own counsel, experts, witnesses, and preparation and presentation of evidence.

11. Applicable Law-Venue. This Agreement shall be construed and interpreted in accordance with the laws of the State of Washington. In the event of a dispute, such dispute shall be litigated in the Superior Court of Cowlitz County, Washington.

12. Waiver. No waiver of any right under this Agreement shall be effective unless made in writing by the authorized representative of the party to be bound thereby.

13. Concurrent Originals. This Agreement may be executed in two or more counterparts, each which shall be deemed an original, but all of which together shall constitute one and the same instrument.

14. Ratification and Confirmation. Any acts consistent with the authority and prior to the effective date of this Agreement are hereby ratified and confirmed.

15. Severability. If any term, provision, covenant, or condition of this Agreement is held by a court of competitive jurisdiction to be invalid, void, or unenforceable, the remainder of the provisions hereof shall remain in full force and effect and shall in no way be affected, impaired, or invalidated as a result of such decision.

16. Entire Agreement. This Agreement constitutes the entire understanding of the parties. It supersedes any oral representations that are inconsistent with or modify its terms and conditions.

Dated this _____ day of _____, 2015.

Dated this ___ day of _____, 2015.

CITY OF LONGVIEW, WASHINGTON

CITY OF KELSO, WASHINGTON

By: _____
City Manager

By: _____
City Manager

Attest:

City Clerk

Attest:

City Clerk

Approved as to form:

Longview City Attorney

Approved as to form:

Kelso City Attorney

AGENDA SUMMARY SHEET

Business of the City Council City of Kelso, Washington

SUBJECT TITLE:

Request and Agreements for reimbursable work by Cowlitz County: Herbicide Vegetation Management, Mechanical Vegetation Management, Striping, Chip Seal, and Reimbursable Work as requested.

Agenda Item: _____

Dept. of Origin: Public Works Department

For Agenda of: February 3, 2015

Cost of Item: Not to exceed \$119,900.00

City Manager: Steve Taylor

PRESENTED BY:

Randy Johnson
Public Works Superintendent

AGENDA ITEM ATTACHMENTS:

Proposed Request for Reimbursable Work not to exceed \$119,900.00

SUMMARY STATEMENT:

To enter into an agreement with Cowlitz County for Herbicide Vegetation Management, Mechanical Vegetation Management, Equipment Rental, Striping and Reimbursable Work as Requested, the City Manager's Signature is required.

Herbicide Vegetation Management:	\$ 5,500
Mechanical Vegetation Management-mower	\$ 4,800
Ditching	\$ 4,000
10 YD Dump Truck	\$ 3,200
Chipper	\$ 2,400
Sweeper	\$ 4,000
Crack Seal	\$ 15,000
Striping	\$ 21,000
Chip Seal	<u>\$ 60,000</u>
Total	\$ 119,900

Cowlitz County Department of Public Works will perform this work on a reimbursable basis not to exceed amount of \$119,900.00.

FINANCIAL SUMMARY:

Herbicide Vegetation Management, Striping and Reimbursable Work as Requested is budgeted in the 2015 City Street Fund.

Mechanical Vegetation Management is budgeted in the 2015 Drainage Fund.

RECOMMENDED ACTION:

Staff recommends council to authorize the City Manager's signature for the Request and Agreement for Reimbursable Work by Cowlitz County.

REQUEST AND AGREEMENT
For
REIMBURSABLE WORK BY COWLITZ COUNTY, WASHINGTON

REQUEST: It is requested that the following work be performed by the Cowlitz County Department of Public Works on a reimbursable basis:

Category 1: Chip Seal, Striping, Herbicide Vegetation Management (Spraying) and Mechanical Vegetation Management (Mowing).

Category 2: Ditching, Sweeping and other Reimbursable work as requested.

Desired completion date: 9/31/15

Total not to exceed: \$ 119,900.00

The undersigned agrees to pay promptly for the above services at the regular Cowlitz County rates for work performed for outside agencies.

The undersigned further agrees to provide all necessary easements, permits and rights-of-way, and to protect Cowlitz County and save it harmless from all claims for damages against the County which may result from said work, except actual negligence by the County in effecting the work desired. Cowlitz County will be released from all further liability on satisfactory completion and acceptance of the work.

REQUESTING AGENCY:

City of Kelso

Agency
P.O. Box 819

Signature

Mailing Address
Kelso, WA 98626

Title

City, State, Zip Code

Date

APPROVAL BY THE COWLITZ COUNTY DEPARTMENT OF PUBLIC WORKS:

Signature

Date

APPROVAL BY COWLITZ COUNTY:

RESOLUTION NO.: _____

**BOARD OF COUNTY COMMISSIONERS
OF COWLITZ COUNTY, WASHINGTON**

Date

Chairman

ATTEST:

Commissioner

Clerk of the Board

Commissioner

AGENDA SUMMARY SHEET

Business of the City Council

City of Kelso, Washington

SUBJECT TITLE: AN ORDINANCE OF THE CITY OF KELSO, WASHINGTON ADOPTING AN UPDATED COMPREHENSIVE PLAN AND UPDATED FUTURE LAND USE MAP

Dept. of Origin: Community Development

For Agenda of: February 3, 2015

Originator: Steve Taylor

City Attorney: Janean Parker

City Manager: Steve Taylor

PRESENTED BY:

Steve Taylor

Agenda Item Attachments:

Proposed Ordinance

Proposed Updated Comprehensive Plan – Redlined

Proposed Future Land Use Map

Comment Summary matrix

SUMMARY STATEMENT:

The City's current Comprehensive Plan was prepared in 1979 and adopted in 1980 shortly after the eruption of Mt. St Helens. Since then portions of the plan were updated in 1987 and 1992 and the associated maps were updated in 1994. This Comprehensive Plan will replace that document; it is based on a Vision Statement describing the preferred future of the City. The Vision Statement was articulated through a series of community workshops in 2009 and was approved by the Kelso City Council on February 2, 2010. The primary focus of this Comprehensive Plan are a series of goals, policies, and objectives that describe in more detail what the City hopes to accomplish over the next ten to twenty years, how it hopes to accomplish it, and what action steps it is prepared to take to achieve it.

Since the adoption of the Vision Statement in 2010 not much progress was made towards writing a new plan until the spring of 2013 when the City hired planning consultant Gregg Dohrn to help draft the new document. Mr. Dohrn facilitated numerous discussions with the Planning Commission and held a management team meeting on April 18, 2014 with City staff to acquire feedback and insight to ensure the goals, policies, and objectives were appropriate for Kelso. The Plan was made available for public consumption and comment on September 4, 2014 and a public hearing was held at the October 14, 2014 Planning Commission meeting. On December 9, 2014, the Planning Commission recommended that the City Council adopt the proposed updated plan. On January 6, 2015, Gregg Dohrn made a presentation to Council and on January 20, 2015, an additional public hearing was held

before the City Council. The comments received on the proposed plan through discussion, in writing, or at a public hearing, have been noted in the comment summary matrix, and included in this packet as an attachment.

Changes to the Planning Commission recommended version as a result of staff and public comment include:

- Land Use Policy #6 – Modified to be in accordance with outcomes of the anticipated West Kelso Sub Area Plan.
- Land Use Policy #8 – Modified to reflect concerns regarding mixed-use residential development in areas near the I-5 and SR 432 interchange.
- Land Use Policy #14– Modified to be in accordance with the outcomes of the anticipated West Kelso Sub Area Plan.
- Land Use Policy #22 – Modified to ensure compliance with State laws.
- Transportation Policy #8e – Was removed based on comments from SWRA and WSDOT.
- Economic Development Policy #3 – Was modified based on recommendation from SWRA.
- Park and Recreation Policy #5 – Was removed based on information received from FEMA.
- Capital Facility Policy #5 – Was modified to reflect comments received from SWRA.
- Land Use Policy #8 – Was removed based on information received from FEMA.
- Land Use Objective #14 – Was removed based on recommendation from SWRA.
- Land Use Objective #19– Was modified based on recommendation from SWRA.
- Future Land Use Designations for Parcels 244350100 & 24027 were changed from Commercial to High Density Residential based on a request from Rodman Realty on behalf of the property owner. After analyzing the request the changes were determined to be reasonable as this parcel is somewhat isolated by the river and the freeway, the neighboring land uses on the east side of the river are residential and the closest commercial is on the west side of the river. In addition, although it is not a mixed-use development, building multifamily next to commercial areas can accomplish many of the same things.
- The City received numerous comments during the public hearing on January 20, 2015 opposed to the annexation of urbanized areas of North Kelso and concerning certain language that they feel violates private property rights. After reviewing their comments and the actual language used in the proposed plan staff is not recommending any further changes.

RECOMMENDED ACTION:

Make a motion to approve Ordinance adopting and updated Comprehensive Plan and Updated Future Land Use Map on first reading.

ORDINANCE NO. _____

**AN ORDINANCE OF THE CITY OF KELSO, WASHINGTON
ADOPTING AN UPDATED COMPREHENSIVE PLAN AND UPDATED
FUTURE LAND USE MAP.**

WHEREAS, the City of Kelso prepared and adopted a Comprehensive Plan in 1980 in accordance with the provisions of the Kelso Municipal Code and the Laws of Washington State; and

WHEREAS, the Kelso City Council prepared and approved an updated Vision Statement for the City in February 2010; and

WHEREAS, the preparation of the Vision Statement included at least three public meetings to discuss the desired future for the community; and

WHEREAS, following the adoption of the updated Vision Statement the City initiated a process to update the City's Comprehensive Plan; and

WHEREAS, this update process included a review of the 1980 Comprehensive Plan Goals, Policies, and Objectives as well as the City's Future Land Use Map and Official Zoning Map; and

WHEREAS, the update process also included the preparation of an updated Demographic Report for the City based on 2010 Census Data as well as an updated land use analysis based on data from the Cowlitz County Assessor's Office; and

WHEREAS, in addition the update process included consultation with Cowlitz County, who is currently in the process of updating their Comprehensive Plan, as well as the neighboring City of Longview, and other local service providers such as the SW Washington Regional Airport and the Kelso School District; and

WHEREAS, through this data gathering, analysis, and consultation, the City has prepared a draft Comprehensive Plan and Future Land Use Map consistent with the updated Vision Statement; and

WHEREAS, the City Planning Commission has reviewed the draft updated Comprehensive Plan and draft updated Future Land Use Map and has conducted a public hearing to receive public comments; and

WHEREAS, the draft updated documents were distributed to public agencies for review and comments; and

WHEREAS, the City has prepared a SEPA Checklist for the draft updated Comprehensive Plan and draft updated Future Land Use Map and the City of Longview, on behalf of the City in accordance with the provisions of an inter-local agreement between the two cities, has issued a Determination of Non-Significance; and

WHEREAS, it is the intent of the City to use the updated Comprehensive Plan to guide day-to-day decision-making, the allocation of scarce resources, and to update the City's Development Regulations; and

WHEREAS, it is the intent of the City to use the updated Future Land Use Map to update the Official Zoning Map and to evaluate future rezone and annexation requests; and

WHEREAS, the City anticipates that upon adoption of the updated Comprehensive Plan and Future Land Use Map that it will initiate a public process review and prepare amendments to the City's Development Regulations and Official Zoning Map so that the documents are consistent with the updated Comprehensive Plan; and

WHEREAS, it is expected that the review of the City's Development Regulations will also result in revisions to the City's regulations protecting environmentally sensitive areas to be adopted by June 30, 2017 in accordance with the provisions of the Washington State Growth Management Act;

NOW, THEREFORE,

THE CITY COUNCIL OF THE CITY OF KELSO DO ORDAIN AS FOLLOWS:

SECTION 1. UPDATED COMPREHENSIVE PLAN ADOPTED. The City hereby adopts the updated Comprehensive Plan, attached as Exhibit A, and by this reference fully incorporated herein. All previous versions of the Comprehensive Plan are hereby repealed.

SECTION 2. FUTURE LAND USE MAP ADOPTED. The City hereby adopts the Future Land Use Map, attached as Exhibit B, and by this reference fully incorporated herein. All previous maps depicting the future land use designations are hereby repealed.

SECTION 3. CODE INTERPRETATION. In the event of a conflict between any provisions of this Ordinance and previously adopted ordinances, this Ordinance shall prevail. The City Manager and his/her designee are hereby authorized to make such administrative interpretations as may be necessary to implement this Ordinance.

SECTION 4. FINDINGS OF FACT. The findings contained in recitals in this Ordinance are hereby adopted as Findings of Fact that support the adoption of these amendments to the Comprehensive Plan.

SECTION 5. EFFECTIVE DATE. This Ordinance shall be in full force and effect 5 days after its passage and publication of summary as required by law.

ADOPTED by the City Council and **SIGNED** by the Mayor this ____ day of _____, 2015.

ATTEST/AUTHENTICATION:

MAYOR

CITY CLERK

APPROVED AS TO FORM:

CITY ATTORNEY

PUBLISHED:_____



CITY OF KELSO, WASHINGTON

~~WORKING DRAFT~~

COMPREHENSIVE PLAN

~~The City of Kelso is currently in the process of reviewing and updating its Comprehensive Plan. This Plan will be used to guide local decision making and the allocation of resources over the next ten to twenty years. The following document is a work in progress and is subject to further revision. This draft has been reviewed by the City Planning Commission and forwarded to the City Council for final review and approval. Subsequent revisions made by City Staff in response to comments provided by public agencies have been highlighted in underline and strikeout format. It is anticipated that the City Council may take action on the draft Comprehensive plan in January or February of 2015. If you would like information about upcoming meetings or opportunities to comment, or if you have any questions about this working draft, the update process, or other matters regarding the future of the City, please contact Amy Mullerleile, Assistant to the City Manager at 360-577-3301 or amullerleile@kelso.gov.~~

~~December 30, 2014~~ January 23, 2015

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DRAFT

Chapter 1 **Introduction**

The City of Kelso Washington's Comprehensive Plan is a management tool to be used as a resource to guide decision-making in the City as well as the allocation of limited City resources. The Comprehensive Plan is based on a Vision Statement that is a description of the preferred future for the City. The Vision Statement that is the basis for this Comprehensive Plan was articulated through a series of community workshops in 2009 and was approved by the Kelso City Council on February 2, 2010. The primary focus of this Comprehensive Plan ~~are-is~~ a series of goals, policies, and objectives that describe in more detail what the City hopes to accomplish over the next ten to twenty years, how it hopes to accomplish it, and what action steps it is prepared to take to achieve it.

This Comprehensive Plan replaces the document that was prepared in 1979 and adopted in 1980 shortly after the eruption of Mt. St Helens, an event that profoundly changed the landscape of Cowlitz County. It is interesting to note that the previous plan emphasized the significant growth and development the City was experiencing. Since then the City has experienced virtually no growth in population and limited amounts of new development ~~and there is with~~ no significant increases in population forecasted for the future. As a result, the challenges the City is facing today are much different than they were in 1980, as the City is now pursuing strategies to strengthen the local economy, promote sustainability, and find even more efficient means to maintain desired levels of public services.

It is also important to note that since Kelso has experienced relatively little growth since 1980 it is not required to fully plan under the requirements of the Washington State Growth Management Act. While the City must meet the basic requirements of the Act, it has a higher degree of flexible and fewer State planning mandates to address than other fast growing communities. As a result, the City is relatively free to structure its Comprehensive Plan to meet local circumstances, needs, and priorities.

Chapter 2 Vision Statement

In ~~2009~~2009, the Kelso City Council initiated a community visioning process in preparation for updating the City's Comprehensive Plan. A series of three community workshops were held to articulate commonly held desires for the ideal Kelso of the future. One of the products of these workshops is the following Vision Statement that describes what we would like the City to become and what we believe we can achieve. It acknowledges past and current trends and Kelso's relationship to external factors, but also assumes an ability to shape the future in a positive way. The Vision Statement, therefore, is optimistic, affirming, and enhancing the best of our attributes, past and existing, eliminating all negative influences on the City's ability to affect positive change and aspiring for those we hope to have.

A VISION FOR KELSO

KELSO in 2030 is an attractive, vibrant, and inviting place to live, work and visit. Our riverfront community, with its long shoreline, provides views and access to the Cowlitz River and is a destination place for residents and visitors. Kelso is a community with a small town feel, retaining its sense of history while adjusting gracefully to changes in the twenty-first century.

The City is a place where people are friendly and helpful, ideas are respected, and action is taken based on collaborative decisions. We have a diverse population made up of various income and age groups from various ethnic and educational backgrounds. We are committed to developing and strengthening a healthy community by creating programs that assist those in need, encourage individual expressions, provide enrichment opportunities for an increasingly diverse population, and promote healthy lifestyles. High quality local schools are important to us. Our neighborhood, business, and civic associations; our faith-based groups; and our school organizations have strong citizen involvement.

Our neighborhoods are secure, stable, and well-maintained, creating the foundation for our high quality of life. Each neighborhood has its own character that is a community asset. People from all economic, age, and ethnic groups live here in a variety of housing types. Our residential areas are well maintained with single-family and multifamily homes and include traditional subdivisions, waterfront-oriented neighborhoods, and urban villages. We have worked to increase diversity and affordability, such as smaller homes on smaller lots, compact developments, and accessory housing units. Mixed land uses in neighborhoods help to minimize driving. Many of our apartments and condominiums are close to commercial areas and transportation hubs.

Kelso's economy is strong and diverse. A healthy mix of businesses provide valuable economic returns including varied employment opportunities and high wages, a strong tax base with sustainable revenues that help fund public services, and a broad range of goods and services. Our business districts are attractive, distinctive, and integral to the fabric of the City. Many serve as community gathering places and centers of cultural activity. Businesses choose to locate in Kelso because of our innovative and entrepreneurial spirit and because they are regarded as valued members of the community.

Historic downtown Kelso is a vibrant focal point of our hometown with a rich mix of commercial, residential, civic, and cultural activities in a unique riverfront location. Our downtown maintains a human scale through carefully planned pedestrian and transit-oriented development. Many residents and visitors come to enjoy our parks, festivals, open markets, and community events. We accommodate growth and change while maintaining strong linkages with our past. Important historic landmarks are preserved, and new development occurs in a manner that is compatible with and respectful of its historic context.

Our transportation system offers a variety of ways to meet our mobility needs and provides efficient and convenient access to all areas of Kelso and regional centers. Improved transit service and facilities allow us to commute within Kelso and to other regional destinations without overburdening our neighborhood streets. The City is pedestrian-friendly. Paths for safe pedestrian, bicycle and other transportation modes interconnect all parts of the City. In addition to the transportation functions they provide, our streets and paths are people-friendly and provide public spaces where people socialize.

The City has excellent police and fire protection, dependable water and sewer service, and well-maintained public facilities. Emergency preparedness for natural or manmade disasters is a high priority. We work closely with other jurisdictions on regional issues that affect our community. For recreation, we like to bike or walk to one of our many parks. We have well-maintained playgrounds, play fields, sport courts, and trails in or near each neighborhood. Our recreational programs offer a variety of year-round activities for all ages. Public access to our riverfront is provided by an unparalleled and still-expanding system of parks, trails, and vistas.

We preserve an open space network of wetlands, stream corridors, and wooded hillsides. These natural systems provide habitat for fish and wildlife and serve important biological, hydrological, and geological functions. Streets are lined with a variety of trees, and vegetation is abundant throughout the City. The water and air are clean. We consider community stewardship of the environment to be very important.

Kelso in 2030 has become a delightful place to call home.

Chapter 3

Comprehensive Plan Goals, Policies, and Objectives

The primary focus of the Comprehensive Plan is a series of Goals, Policies, and Objectives that ~~will be~~have been reviewed and approved by the City Council. The Goals are general statements of a desired condition or direction, the policies are guidelines for decision-making, and the objectives are specific actions that will lead to fulfillment of the Goals.

The following Goals, Policies, and Objectives are based on direction provided by the City Council in 2010 and that has been updated through a series of discussions with the City Management Team. Further revisions were made based on public comments and recommendations from the City Council and Planning Commission. ~~The revisions highlighted in underline and strikeout format and the comments in the margin are based on subsequent comments provided by public agencies unless otherwise noted.~~

Goals

Goal #1: Promote the public health, safety, and welfare of the citizens of Kelso.

Goal #2: Promote and sustain a diverse and well-balanced local economy.

Goal #3: Promote and sustain a range of employment opportunities for Kelso residents.

Goal #4: Improve the vibrancy and stability of residential neighborhoods and mixed-use development with housing for diverse income age groups, and lifestyles.

Goal #5: Provide a safe, family oriented environment in all residential neighborhoods.

Goal #6: Respect the cultural heritage and history of the community.

Goal #7: Establish and maintain the downtown as a vibrant activity center.

Goal #8: Protect and enhance the quality of the natural environment.

Goal #9: Maintain a strong fiscal base for the provision of city services.

Goal #10: Actively involve all citizens in the governance of their community.

Goal #11: Address regional priorities, challenges, and opportunities through partnerships with local, state, and federal agencies, local organizations, and the business community.

Policies

Governance Policies

Governance Policy #1: Continually seek opportunities to improve the access to information as well as timely and meaningful opportunities for public involvement about policy issues and the delivery of city services.

Fiscal Policies

Fiscal Policy #1: New development should pay for the costs associated with providing required services.

Fiscal Policy #2: Actively seek new sources of City revenues without increasing rates.

Fiscal Policy #3: Actively seek opportunities to improve the efficiency and effectiveness of the delivery of City services and the maintenance of City properties.

Fiscal Policy #4: Utilize local funds to leverage additional revenues.

Fiscal Policy #5: Maintain and improve established levels of service for all public facilities and services.

Fiscal Policy #6: Explore opportunities for the more cost effective delivery of services.

Land Use Policies

Land Use Policy #1: Support more intensive use of land and actively seek to provide the same or higher levels of services more efficiently and cost effectively.

Land Use Policy #2: Maintain a Future Land Use Map to guide rezones, facilitate land use decision-making, and inform capital facilities planning. This map should feature the following land use designations and correlations to the Official Zoning Map:

- a. Lower Density Residential: Residential Single Family 5 (RSF 5), Residential Single Family 10 (RSF-10), and Residential Single Family 15 (RSF-15);

- b. Higher Density Residential: Residential Multi-Family (RMF);
- c. Commercial: Town Center Commercial (CTC), West Kelso Commercial Zone (CWK), Neighborhood Services Center (CNH), Specialty Retail and Services (CCSR), and Major Retail Commercial (CMR);
- d. Industrial: Light Industrial (ILM), and General Industrial (IGM);
- e. Special Study Areas: Neighborhoods or other designated areas where the future land use and zoning is under review and subject to change in accordance with the provisions of an approved sub-area plan or special study; and
- f. Parks, Recreation, and Open Space: Lands not suitable for development.

Land Use Policy #3: Encourage the preservation, renovation, and use of historic structures.

Land Use Policy #4: Support the mutually beneficial annexation of isolated pockets of unincorporated Cowlitz County near South Kelso and urbanized areas in North Kelso.

Land Use Policy #5: Overhead utilities should be placed underground whenever feasible.

Land Use Policy #6: Additional opportunities for multi-family housing should be provided in and near downtown, as well as in South and West Kelso in accordance with the outcomes of the West Kelso Subarea Plan.

Land Use Policy #7: Higher density housing should provide adequate opportunities for onsite recreation and/or contribute their fair share to off-site recreational opportunities.

Land Use Policy #8: Encourage mixed-use residential development in ~~all~~ commercial zones. This shall include, but is not limited to the property zoned Major Retail Commercial (CMR) in the vicinity of the I-5 and SR 432 Interchange.

Land Use Policy #9: Encourage mixed use developments downtown with ground floor commercial and housing on the upper floors.

Land Use Policy #10: Encourage the location of new retail, professional offices, housing, and public uses and developments to support the downtown as a local retail business center.

Land Use Policy #11: The shared use of parking facilities should be encouraged.

Land Use Policy #12: Actively work with Cowlitz County to keep the County administrative buildings in Downtown Kelso.

Land Use Policy #13: In consultation with businesses, property owners, non-profit organizations, and local agencies as appropriate, update the master plan for downtown Kelso as a vibrant activity center featuring a variety of small, local retail businesses. This may include, but is not limited to such strategies as:

- a. Keeping the County administrative offices downtown and to renovate or expand the buildings as appropriate;
- b. Establishing a farmer's market downtown;
- c. Possibly relocating the library downtown, perhaps in conjunction with the establishment of an outdoor reading and performing arts area and/or a community center;
- d. Relocating other public facilities that would be supportive of the downtown as a retail center for local small businesses;
- e. Further revising City Development Regulations to encourage private investment and new businesses locating downtown that would be supportive of the downtown as a retail center for local small businesses;
- f. Updating design guidelines and development standards;
- g. Establishing mobile food courts; and/or
- h. Improving public spaces.

Land Use Policy #14: In conjunction with the West Main Realignment Project, the non-residential areas of West Kelso should feature a mix of uses in a pedestrian friendly environment in accordance with the outcomes of the West Kelso Subarea Plan.

Land Use Policy #15: Actively work with Cowlitz County to renovate and expand as necessary the Regional Justice Center at its current location in West Kelso.

Land Use Policy #16: Initiate in partnership with the City of Longview, affected residents, businesses, and property owners a sub-area planning process for West Kelso/East Longview. This process shall include, but is not limited to, consideration of the following:

- a. The realignment of Main Street Southwest and planned Phase 2 improvements;
- b. Opportunities to create a more pedestrian friendly environment and to enhance public spaces;
- c. Opportunities to encourage and support new private investment;
- d. Higher intensity residential developments, especially north of Main Street;
- e. Opportunities to encourage and support the establishment of more local retail businesses;
- f. Opportunities to encourage and support more mixed-use residential developments with ground floor retail, especially along Main Street;
- g. Facilitating the development of a hotel/motel and supporting services in the vicinity of 5th Ave SW and Catlin Street;
- h. Improved connections to the Regional Justice Center and the Expo Center;
- i. Improved connections to regional trails and bikeways;
- j. Preservation of the single family neighborhood south of Main Street;
- k. The possible vacation of a portion of 6th Ave SW; and
- l. The improvement of housing opportunities throughout the neighborhood.

Land Use Policy #17: Support land use and development activities that are compatible with the ongoing operations of the Southwest Washington Regional Airport.

Land Use Policy #18: New development activities should be avoided on areas with unstable soils, landslide hazard areas, and/or areas with a history of unstable slopes.

Land Use Policy #19: It is the intent of the City, in partnership with other public agencies, to promote the establishment of a regional wetland mitigation bank in the vicinity of the Coweeman River in the area known as Harts Lake.

Land Use Policy #20: Opportunities to provide safe and responsible use of shorelines should be encouraged.

Land Use Policy #21: Revise the Official Zoning Map and City Development Regulations to provide more housing choices and opportunities.

Land Use Policy #22: Mobile homes ~~should only~~ should only ~~shall not~~ be permitted in mobile home parks. and existing mobile home parks shall be phased out over ~~time~~ ^{(GD1)(GD2)}.

Land Use Policy #23: Reduce regulations and administrative restrictions that serve to restrict or constrain desired types of private investment.

Land Use Policy #24: Establish and maintain in consultation with Cowlitz County a comprehensive planning area boundary that utilizes property lines and includes properties within 300' of the City's water system boundaries.

Transportation Policies

Transportation Policy #1: Support the expansion of the bicycle paths and routes and improvements to pedestrian walkways.

Transportation Policy #2: Improve access to the South River Road area.

Transportation Policy #3: Continue to improve public transportation service in the City.

Transportation Policy #4: Improve multi-modal access to commercial areas.

Transportation Policy #5: Support the use and further development of the Kelso Train Depot as a multi-modal transportation hub.

Transportation Policy #6: Encourage the ongoing cooperation between the Southwest Washington Regional Airport, BNSF, Amtrak, and the State of Washington so that plans to improve air and rail service to Kelso are compatible and do not adversely affect one another.

Transportation Policy #~~6~~7: Support the development of a high-speed rail corridor from Seattle to Portland. This may include, but is not limited to:

- a. The addition of a third mainline or tracks through Kelso;

- b. Maintaining the Amtrak stop in Kelso; and
- c. Establishing a high-speed rail stop in Kelso.

Transportation Policy #78: Support the management of the Southwest Washington Regional Airport as a regional, general aviation airport in partnership with the City of Longview, the Port of Longview, and Cowlitz County. This may include, but is not limited to:

- a. The relocation or replacement of existing hangars and the construction of new hangars in accordance with approved plans;
- b. The addition of a 609' stopway at the southern end of the runway to improve airport safety;
- c. The subsequent modification of the stopway when warranted, to extend the runway to 5,000' in accordance with FAA standards;
- d. The realignment of Talley Way in accordance with approved plans;
- ~~e. The reconstruction of the SR 432 bridge over the Cowlitz River to remove potential obstructions to aviation; and~~
- f.e. Approval of modifications to FAA standards to address local circumstances.

Housing Policies

Housing Policy #1: Continue to support the efforts of for-profit developers and non-profit organizations to provide a range of housing opportunities in the community.

~~Housing Policy #2: Encourage the development of housing opportunities that enable residents to remain in the community over time.~~ [gd3]

~~Housing Policy #3: Cottage housing should be permitted in all residential zones in accordance with the underlying density.~~ [GD4].

Housing Policy #42: Actively support the repair, renovation, and replacement of existing housing with an emphasis on providing a wider range of housing opportunities and more intensive housing developments.

Housing Policy #53: Create more opportunities for individuals and families to “age in place” or “downsize” without having to move out of Kelso.

Economic Development Policies

Economic Development Policy #1: Actively participate in the formulation and support the implementation of regional economic development strategies that create jobs for Kelso residents.

Economic Development Policy #2: Continue to support the potential for the development of the Wasser and Winters Company property in South Kelso for industrial uses perhaps featuring rail related uses.

Economic Development Policy #3: Promote light industrial manufacturing on the Talley Way Corridor and aircraft related aviation services near the SW WA Regional Airport.

Economic Development Policy #4: Encourage labor-intensive business development in industrial and commercial zones that maximizes the use of land by creating a higher-than-average number of jobs per acre.

Economic Development Policy #5: Develop the City’s access points to and from I-5 into the predominant locations for regional retail and commercial services.

Economic Development Policy #6: Encourage high-density housing opportunities near employment centers with sufficient access to public transit services and walking/bike-paths to reduce commute times, traffic congestion, and emissions.

Parks and Recreation Policies

Parks and Recreation Policy #1: Continue to improve recreational opportunities for all ages.

Parks and Recreation Policy #2: Identify and prioritize future opportunities for the public acquisition of land for parks and open space.

Parks and Recreation Policy #3: Actively seek partnerships for the provision of parks and recreation opportunities.

Parks and Recreation Policy #4: Establish and maintain a financial strategy to ensure the cost effective maintenance of City park facilities.

~~Parks and Recreation Policy #5: It is the intent of the City, in partnership with other public agencies to acquire undeveloped, privately owned property in the unbuildable areas of the Aldercrest Subdivision.~~

Parks and Recreation Policy #65: Support the development of new opportunities for water dependent recreational opportunities such as kayaking and canoeing.

Capital Facilities Policies

~~Capital Facilities Policy #1: The Level of Service for police services shall be _____.~~

~~Capital Facilities Policy #2: The Level of Service Standard for fire services shall be _____.~~

Capital Facilities Policy #31: The Level of Service Standard for streets and highways shall be D.

Capital Facility Policy #42: New water service will be extended at developer expense in the water service area and shall require the execution of a no protest annexation agreement.

Capital Facility Policy #53: New developments within established service area boundaries should be required to connect to City sewer and water service whenever feasible.

Capital Facility Policy #64: Actively support the public library as a community resource and a provider of recreation programs.

Capital Facility Policy #75: Establish and maintain a comprehensive storm water management system. This should include, but is not limited to:

- a. Policies that support low-impact development;
- b. The use of landscaping and open space to facilitate low-impact development; and
- c. Policies to minimize new impervious services whenever practicable.

Objectives

Fiscal Objectives

Fiscal Objective #1: Review and update the City's Capital Facilities Plan in conjunction with the preparation and adoption of the City's biennial operating budget.

Fiscal Objective #2: Identify state and federal sources of funding utilized by communities in the region and the size of Kelso.

Fiscal Objective #3: Analyze when the City Hall bonds will be retired and assess the potential for possibly using that revenue stream to finance future strategic investments in the downtown.

Fiscal Objective #4: Initiate a meeting(s) with nearby public agencies such as the City of Longview, Cowlitz County, the Port of Longview, Lower Columbia Community College, and local school districts to explore the feasibility of the shared or coordinating the delivery of services, or other strategies to deliver desired levels of service in a more cost effective manner.

Land Use Objectives

Land Use Objective #1: Review and update the Kelso Municipal Code in accordance with the provisions of this Comprehensive Plan.

Land Use Objective #2: Review and update the Zoning Map in accordance with the provisions of this Comprehensive Plan.

Land Use Objective #3: Prepare and maintain a Future Land Use Map that highlights how areas would be zoned upon annexation to the city.

Land Use Objective #4: Continue to implement the South Kelso Revitalization Strategies Plan.

Land Use Objective #5: Establish and maintain a local list of historic places and the criteria for adding additional places.

Land Use Objective #6: Prepare and maintain an inventory of publicly owned lands in the City and prepare management strategies to guide the use, development, and potential sale of

surplus city-owned lands. This may include land that may be suitable for parks and recreation uses, open space, shoreline restoration, access to shorelines, and/or other City goals such as the provision of affordable housing or public parking.

Land Use Objective #7: Prepare and maintain an inventory of privately owned land not suitable for development that may be appropriate for public acquisition for such purposes as parks and recreation, open space preservation, protection of environmentally sensitive areas, shoreline restoration, access to shorelines, and/or parking.

~~Land Use Policy #8: Continue to acquire private property in the Aldercrest subdivision, as well as the possible donation of the school district property to the City~~

Land Use Objective #98: Explore the feasibility of potentially vacating a portion of Catlin Street near 1st Ave SW in West Kelso to accommodate the expansion of the Regional Justice Center.

Land Use Objective #109: Review and revise the City's Development Regulations to facilitate 4-8 lot residential subdivisions that provide a wider range of residential densities of types.

Land Use Objective #110: Review and update the City's Development Regulations to more clearly support mixed-use developments, especially those featuring higher density housing, possibly through the issuance of a conditional use permit.

Land Use Objective #121: Monitor the implementation of the updated Shoreline Master Program, and prepare revisions as appropriate in the event that the provisions are unduly precluding the use, development, preservation, and restoration of shorelines.

Land Use Objective #1312: Review and update the City's Development Regulations protecting environmentally sensitive areas in accordance with the provisions of the Washington State Growth Management Act and this Comprehensive Plan.

~~Land Use Objective #14: Review the current and potential future safety zone requirements for the regional airport and assess the development potential of neighboring properties.~~

Land Use Objective #1513: In consultation with Cowlitz County and affected property owners, designate additional land in South Kelso for industrial development.

Land Use Objective #~~16~~14: Assess the potential for updating and revising the Kelso Municipal Code to feature more flexible development regulations based on form and function as opposed to the current use based code provisions.

Land Use Objective #~~17~~15: Consolidate and reduce the number of commercial zones

- a. Merge the Major Commercial and Specialty Commercial Zones into a Regional Commercial Zone to be located near freeway interchanges and in areas with ready freeway access or visibility.
- b. Merge the Town Center and the West Kelso Zones into a General Commercial Zone. This may involve the development of overlay districts or special conditions.
- c. Maintain the Neighborhood Commercial Zone but potentially limit it to sites that historically been used for neighborhood commercial uses.

Land Use Objective #~~18~~16: Merge the RSF 15 Zone into the RSF 10 Zone and explore changes to the Development Regulations to facilitate large lot residential development in areas that may not be readily served by City water or sewer.

Land Use Objective #~~19~~17: Explore the potential of basing livestock regulations on lot sizes.

Land Use Objective #~~20~~18: Review and revise the Development Regulations to:

- a. Simplify and stream line regulations and procedures;
- b. Encourage public and private investment;
- c. Strengthen the local economy; and
- d. Support the development of the downtown as a vibrant activity center.

Land Use Objective #~~21~~19: In consultation with the County and affected property owners, designate areas suitable for single family and multi-family residential uses in South Kelso, that do not adversely affect airport operations.

Land Use Objective #~~22~~20: Identify strategies for increasing housing opportunities in the RSF 5 Zone including accessory dwelling units, duplexes, row houses, and cottage housing.

Transportation Objectives

Transportation Objective #1: In partnership with the State and local ~~jurisdictions~~jurisdictions, develop a funding strategy for the completion of the West Main Realignment Project.

Transportation Objective #2: Identify and prioritize gaps and improvements to the network of sidewalks with a particular emphasis on improving access to public transportation, the downtown, and schools.

Transportation Objective #3: Actively participate in planning activities to provide high-speed rail service and/or otherwise improve rail service to and from Kelso.

Transportation Objective #4: Conduct a downtown parking study that may include strategies for:

- a. Long term parking at or near the transit center;
- b. Shared or joint use parking;
- c. Employee parking that doesn't interfere with retail businesses;
- d. Easing or eliminating the requirement that new businesses provide off-street, on-site, parking downtown;
- e. Location of public parking lots around the perimeter of downtown;
- f. The use of parking areas for a farmers market and/or special community events; and/or
- g. Supporting the relocation of other public buildings downtown such as the library or community center.

Transportation Objective #5: Streamline provisions necessary to protect the public health and safety, such as to review and revise the Development Regulations to limit the instances when a full traffic study is required.

Transportation Objective #6: Further research and report on the feasibility of improving the access to the vacant property along the Cowlitz River west of the golf course in the vicinity of Douglas and Colorado Streets. This shall include, but is not limited to an assessment of safety considerations.

Transportation Objective #7: In consultation with Cowlitz County and affected property owners, explore the potential for improving access and circulation in South Kelso.

Transportation Objective #8: Review and monitor the plans to develop high speed rail along with FAA regulations to avoid or minimize the potential for conflicts near the airport.

Transportation Objective #9: Incorporate the findings and recommendations of the Talley Way Corridor study and the City of Kelso Railroad Crossing Study into the City's updated Comprehensive Plan.

Economic Development Objectives

Economic Development Objective #1: Actively participate in regional economic development organizations and forums.

Economic Development Objective #2: Explore the feasibility of transferring administrative responsibility for the SW Washington Regional Airport to the Port District.

Economic Development Objective #3: Further analyze the airport safety zone requirements, especially use restrictions, and update the Future Land Use Map accordingly.

Economic Development Objective #4: Identify and prioritize economic development sites to conduct environmental reviews based on conceptual master plans, in order to make them "shovel ready".

Housing Objectives

Housing Objective #1: Review the Kelso Municipal Code to identify potential revisions that would support the development of new housing opportunities in the City. This may include, but is not limited to:

- a. Increases in residential densities;
- b. Density bonuses;
- c. Floating densities;
- d. Mixed-use housing;

- e. Cottage housing;
- f. Micro units; and/or
- g. Accessory Dwelling Units.

~~Housing Objective #2: Further research and report on how best to accommodate cottage housing as a single family or multi family housing opportunity.~~

Housing Objective #2: Review and update the subdivision regulations governing parking to make sure that adequate provisions are made for off-street parking and that on-street parking does not interfere with measures to protect the public health and safety.

Parks and Recreation Objectives

Parks and Recreation Objective #1: Implement the updated City Parks Plan.

Parks and Recreation Objective #2: The City should establish and maintain a resource guide for individuals and organizations seeking to contribute to enhance City parks.

Parks and Recreation Objective #3: Identify, assess, and maintain an inventory of potential public access points to the Cowlitz and Coweeman Rivers, including potential sites for public acquisition or donation.

Governance Objectives

Governance Objective #1: Prepare and maintain a public participation plan for use by all city departments.

Governance Objective #2: Once a year, City staff, in consultation with City advisory committees should present an assessment of public participation efforts to the City Council and recommendations for improvement.

Governance Objective #3: Explore the pros and cons of encouraging the establishment of neighborhood councils.

Governance Objective #4: The City should identify opportunities for volunteers and actively recruit and train volunteers.

Governance Objective #5: Schedule a City Council meeting once a year with the Board of County Commissioners to review the status of Comprehensive Plan implementation, review priorities, discuss policy issues of mutual concern, and identify emergent issues and opportunities for collaboration.

Governance Objective #6: Periodically host regional planning forums and staff discussions with neighboring jurisdictions to discuss planning issues and opportunities of mutual concern.

Capital Facilities Objectives

Capital Facilities Objective #1: Establish a level of service standard for police services based on the number and types of crimes reported consistent with the criteria used in the National Incidence Based Reporting System (NIBRS).

Capital Facilities Objective #2: Establish a level of service standard for fire services based on appropriate state and national criteria.

Capital Facilities Objective #3: Monitor revisions to State laws and regulations governing storm water management including new state mandated low impact storm water design standards and update the City's Storm Water Management Plan and Capital Facilities Plan accordingly.

Capital Facilities Objective #4: Research and establish a schedule to obtain the required NPDES Phase 2 permit.

Capital Facilities #5: Explore the use of Community Development Block Grant funds and other public funds to provide sewer service and/or to remove barriers to the annexation of the unincorporated pockets of land in South Kelso.

Capital Facilities Objective #6: Further research the City's utility extension policies to identify potential disincentives for development.

Chapter 4
Supporting Data

DRAFT

A. DEMOGRAPHIC REPORT

CITY OF KELSO COMPREHENSIVE PLAN

Demographic Report - August 2013

Produced by Matthew Parsons and G.R. Dohrn and Associates.

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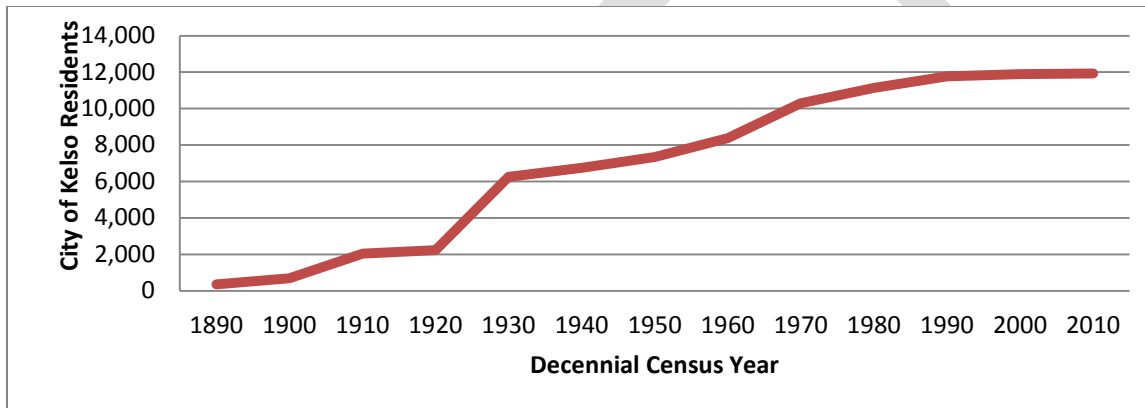
Introduction

The City of Kelso is located in Southwest Washington State along Interstate 5 and at the confluence of the Columbia, Cowlitz, and Coweeman rivers. To the west, across the Cowlitz River, lies the City of Longview, WA. The two cities have distinct characters and identities but effectively function as a single urban area. With a population under 12,000 residents, there is a limited amount of data on the community but there is a lot more data available for Cowlitz County, which encompasses Longview, Kelso, and some surrounding rural areas. Data for the City of Kelso is used when it is available but in its absence, data for Cowlitz County is used as a proxy.

Population

Historical Population Growth

Figure 2.1 Decennial Census counts of the City of Kelso since incorporation.



Source: Washington State Office of Financial Management. Note: The 1990 count was federally corrected after the original count.

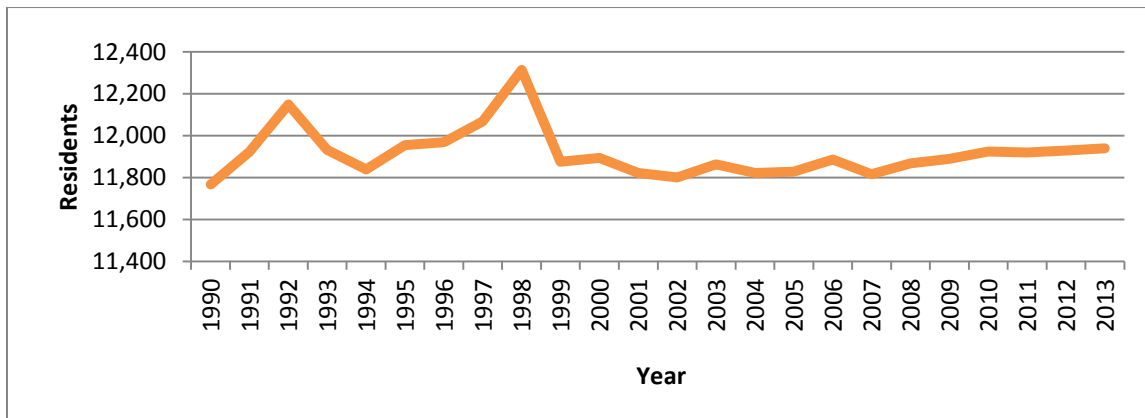
Table 2.1 Decennial Census counts of the City of Kelso from 1890 to 2010.

Year	1890	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000	2010
Population	354	694	2,039	2,228	6,260	6,749	7,345	8,379	10,296	11,129	11,767	11,895	11,925

Source: Washington State Office of Financial Management. Note: The 1990 count was federally corrected after the original count.

Recent Population Growth

Figure 2.2 Annual April 1 Population Estimates from 1990 to 2013 for the City of Kelso.



Source: Washington State Office of Financial Management.

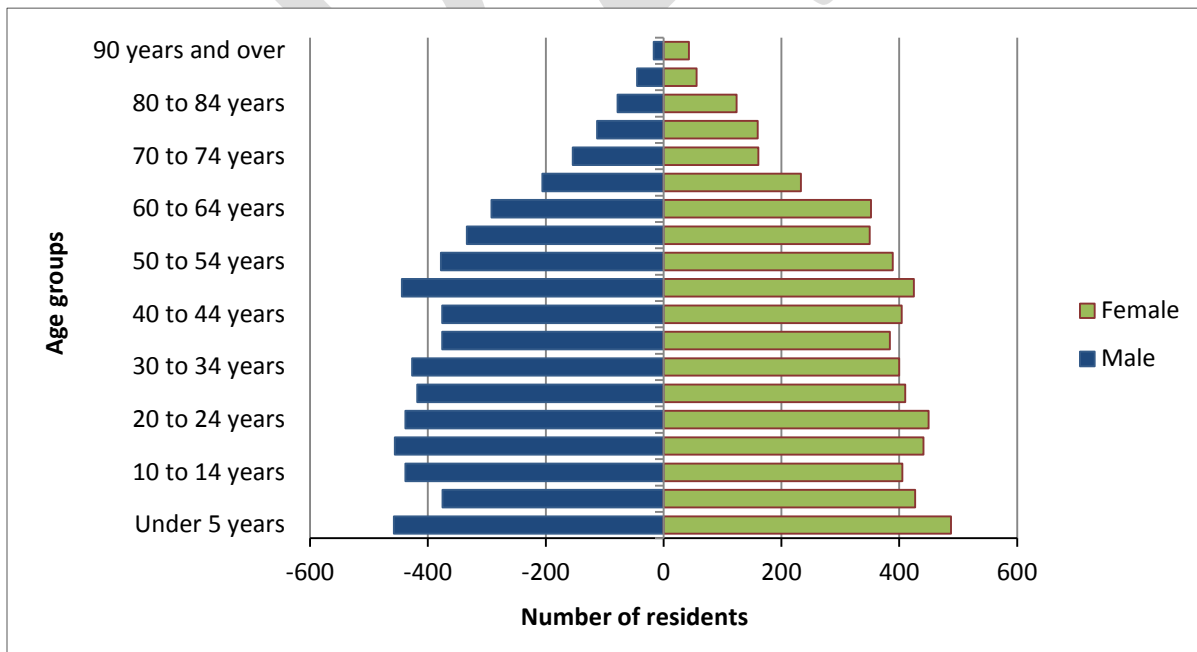
Table 2.2 Annual April 1 Population Estimates from 2004 to 2013 for the City of Kelso.

Year	2004	2005	2006	2007	2008	2009	2010	2011	2012	2013
Population	11,823	11,829	11,887	11,816	11,869	11,889	11,925	11,920	11,930	11,940

Source: Washington State Office of Financial Management.

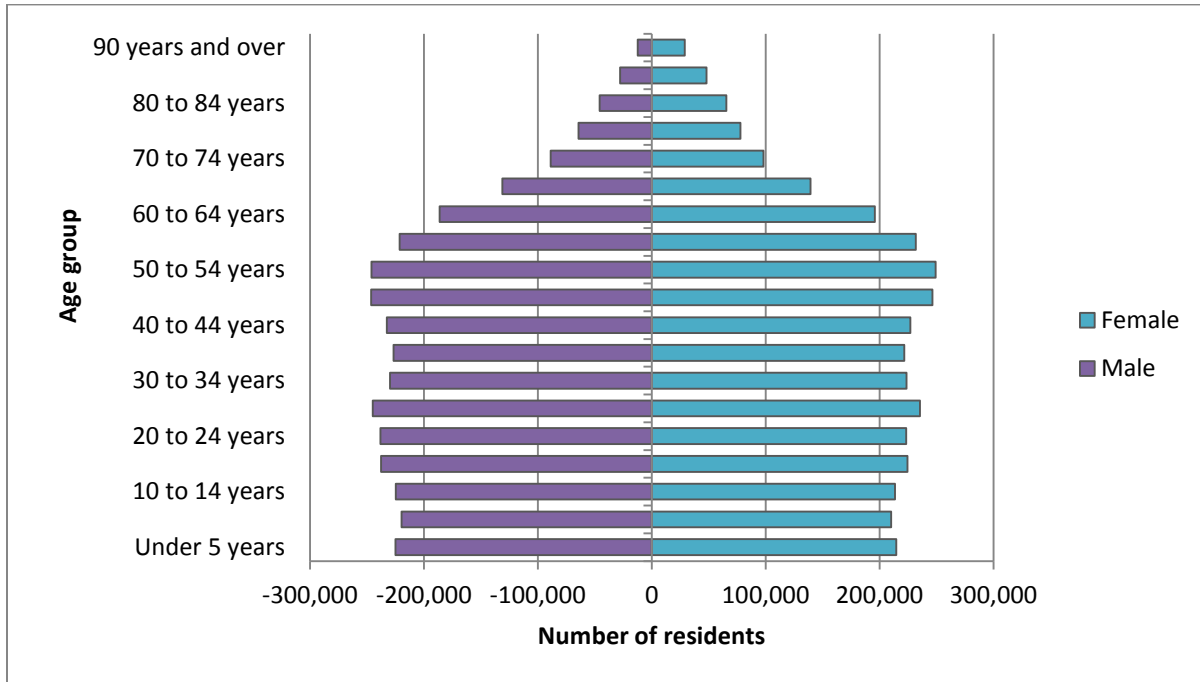
Age and Gender

Figure 2.3 Number of male and female residents by age group in 2010 in the City of Kelso.



Source: U.S. Census Bureau's 2010 Decennial Census; Table QT-P1 2010 Census Summary File 1 Age Groups and Sex.

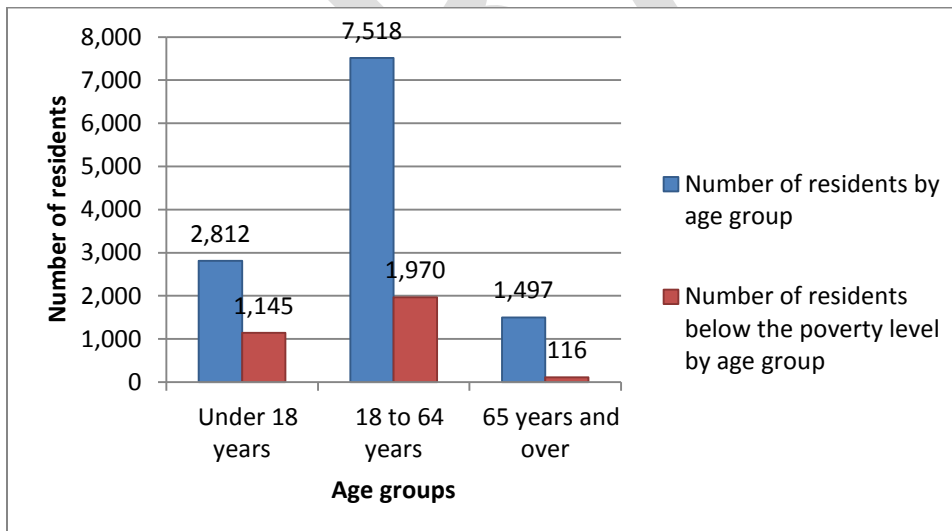
Figure 2.4 Number of male and female residents by age group in 2010 in the State of Washington.



Source: U.S. Census Bureau’s 2010 Decennial Census; Table QT-P1 2010 Census Summary File 1 Age Groups and Sex.

Poverty Status by Age Group

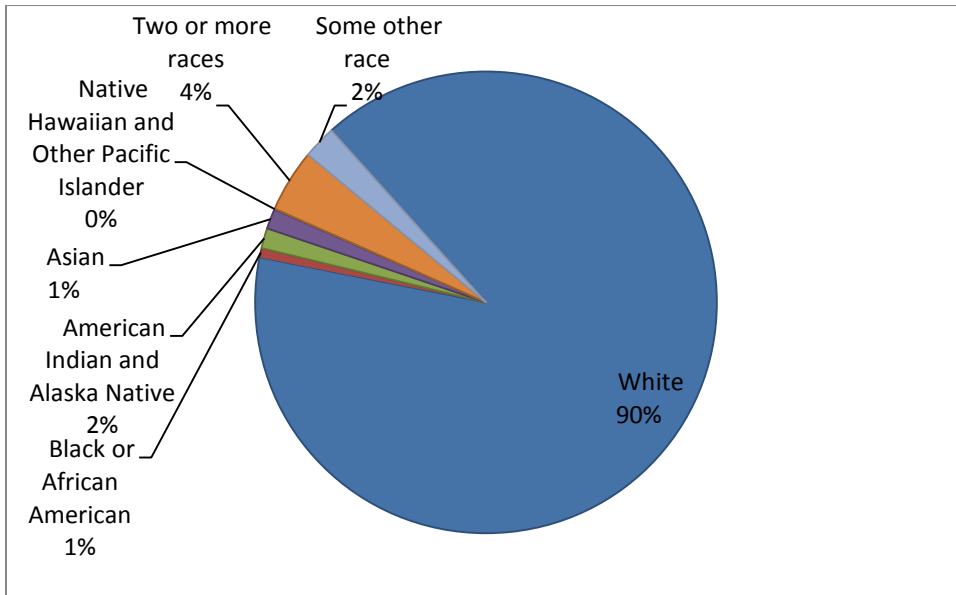
Figure 2.5 Number of Kelso residents by age group and number of residents below the poverty line by age group.



Source: U.S. Census Bureau’s 2007-2011 American Community Survey 5-year estimate; Table S1701: Poverty Status in the Past 12 Months.

Kelso Residents by Race

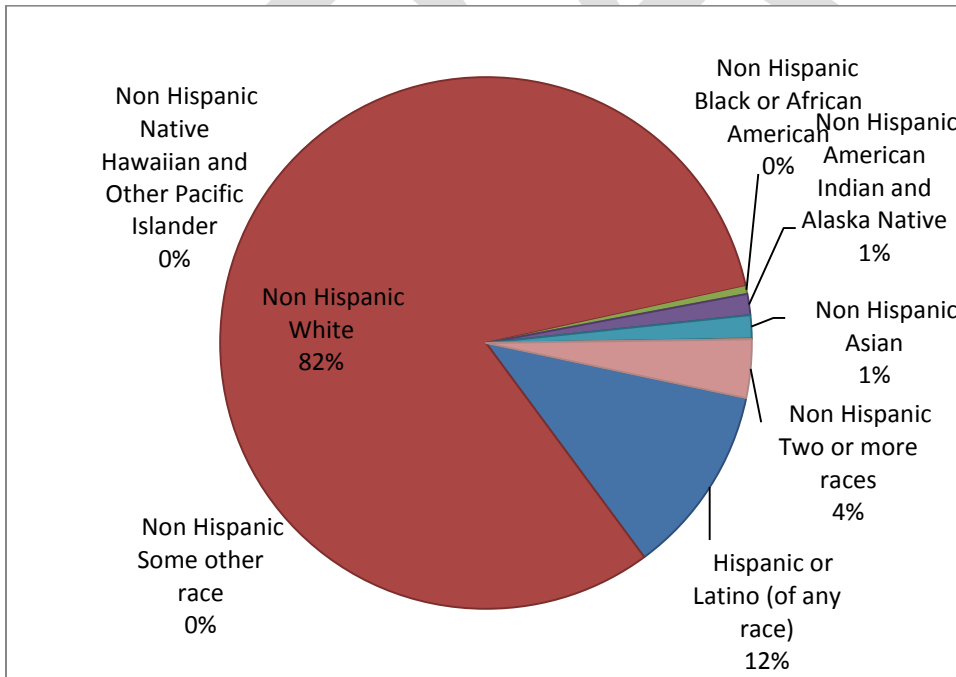
Figure 2.6 Shares of Kelso residents by race.



Source: U.S. Census Bureau’s 2007-2011 American Community Survey 5-year estimates; Table DP05: Demographic and Housing Estimates.

Hispanic and Non Hispanic Population by Race

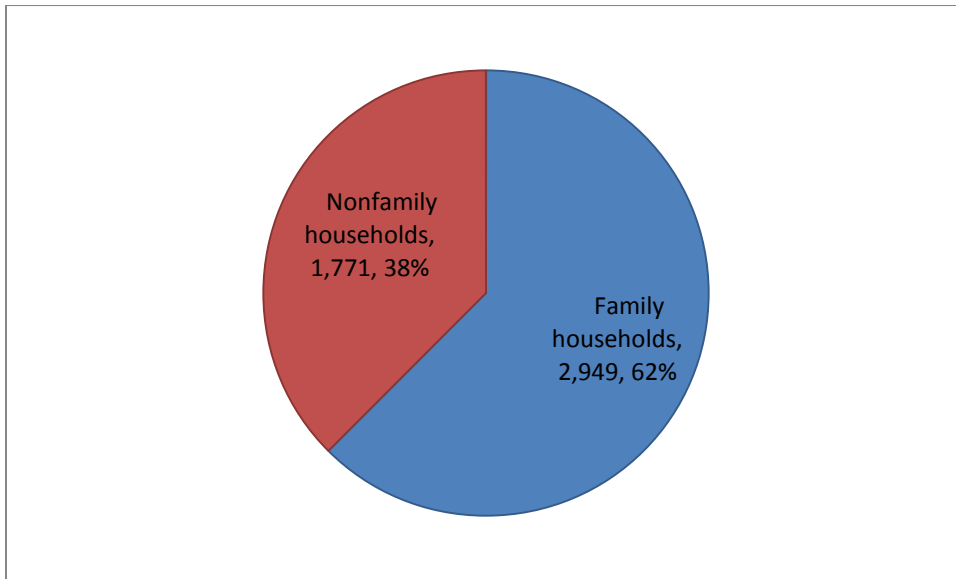
Figure 2.7 Share of Kelso Residents who identify as ethnically Hispanic and those who do not by race.



Source: U.S. Census Bureau’s 2007-2011 American Community Survey 5-year estimates; Table DP05: Demographic and Housing Estimates.

Family and Non-Family Households

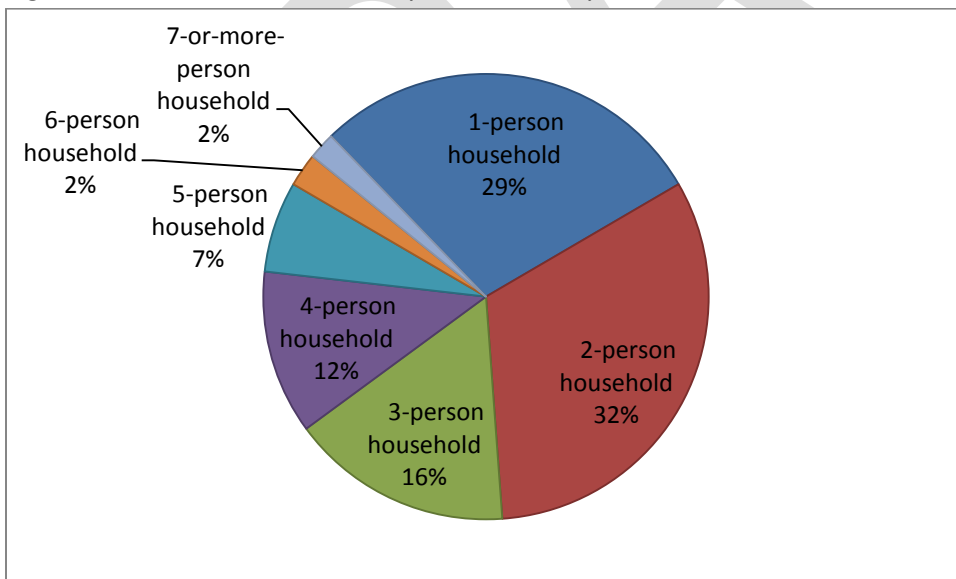
Figure 2.8 Shares of family and non-family households in the City of Kelso.



Source: U.S. Census Bureau 2010 Decennial Census, Summary File 1; Table QT-P11: Households and Families.

Households by Size

Figure 2.9 Shares of households by size in the City of Kelso.

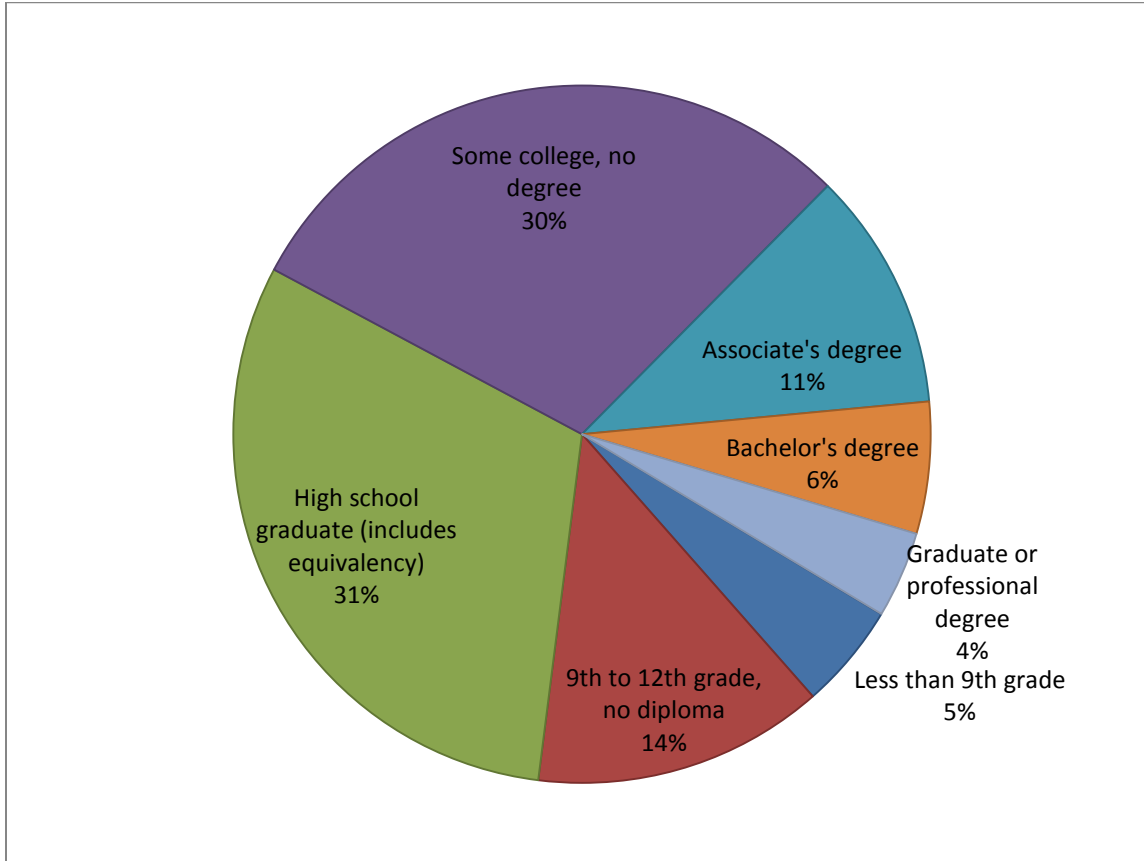


Source: U.S. Census Bureau 2010 Decennial Census, Summary File 1; Table QT-P11: Households and Families.

Education

Educational Attainment

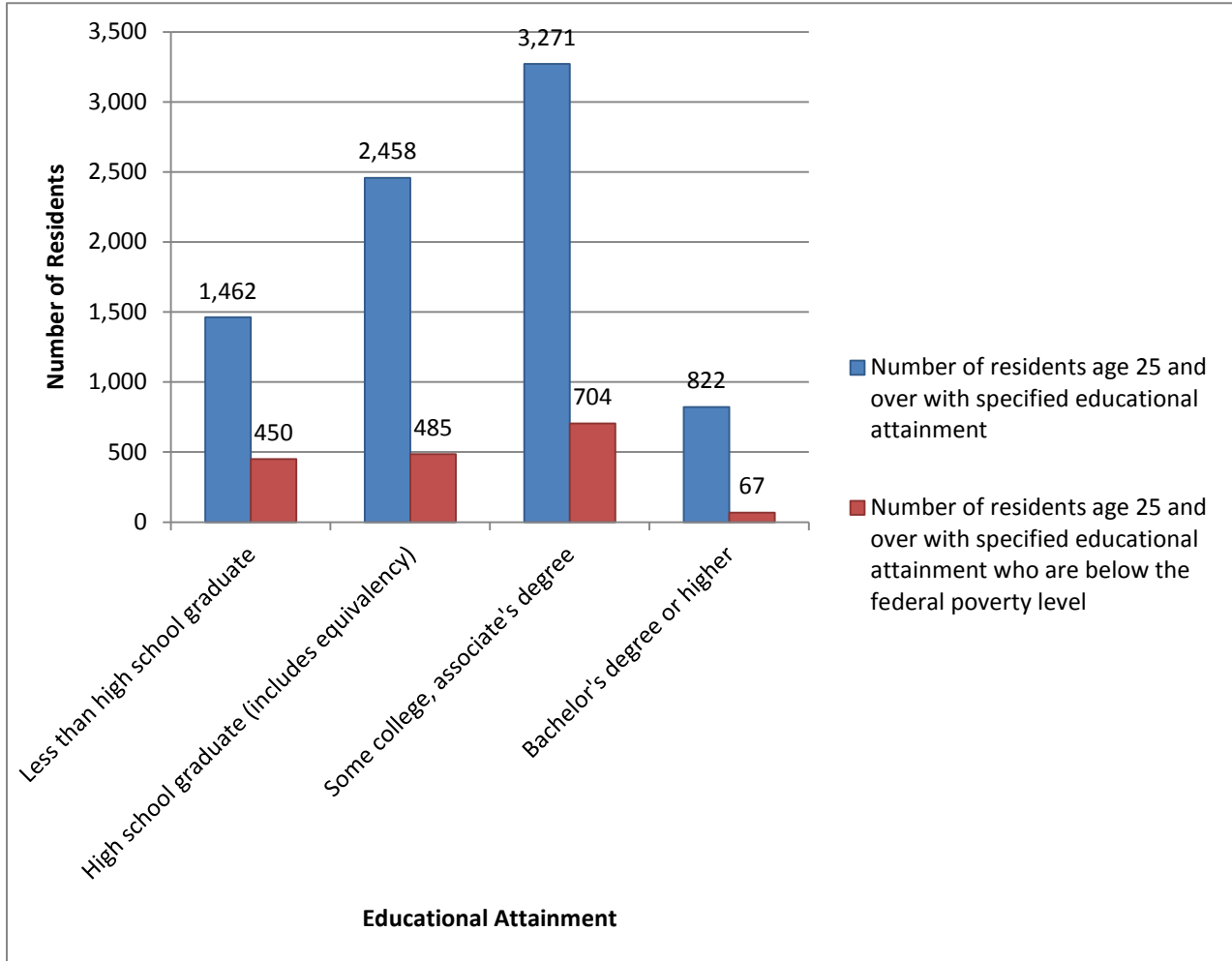
Figure 3.1 Shares of Kelso residents age 25 years and over by highest level of educational attainment.



Source: US Census Bureau's American Community Survey 2007-2011 5-year estimates; Table S1501: Educational Attainment.

Poverty Status by Educational Attainment

Figure 3.2 Number of Kelso residents age 25 and over who are below the poverty line by educational attainment compared to all residents 25 and over by educational attainment.

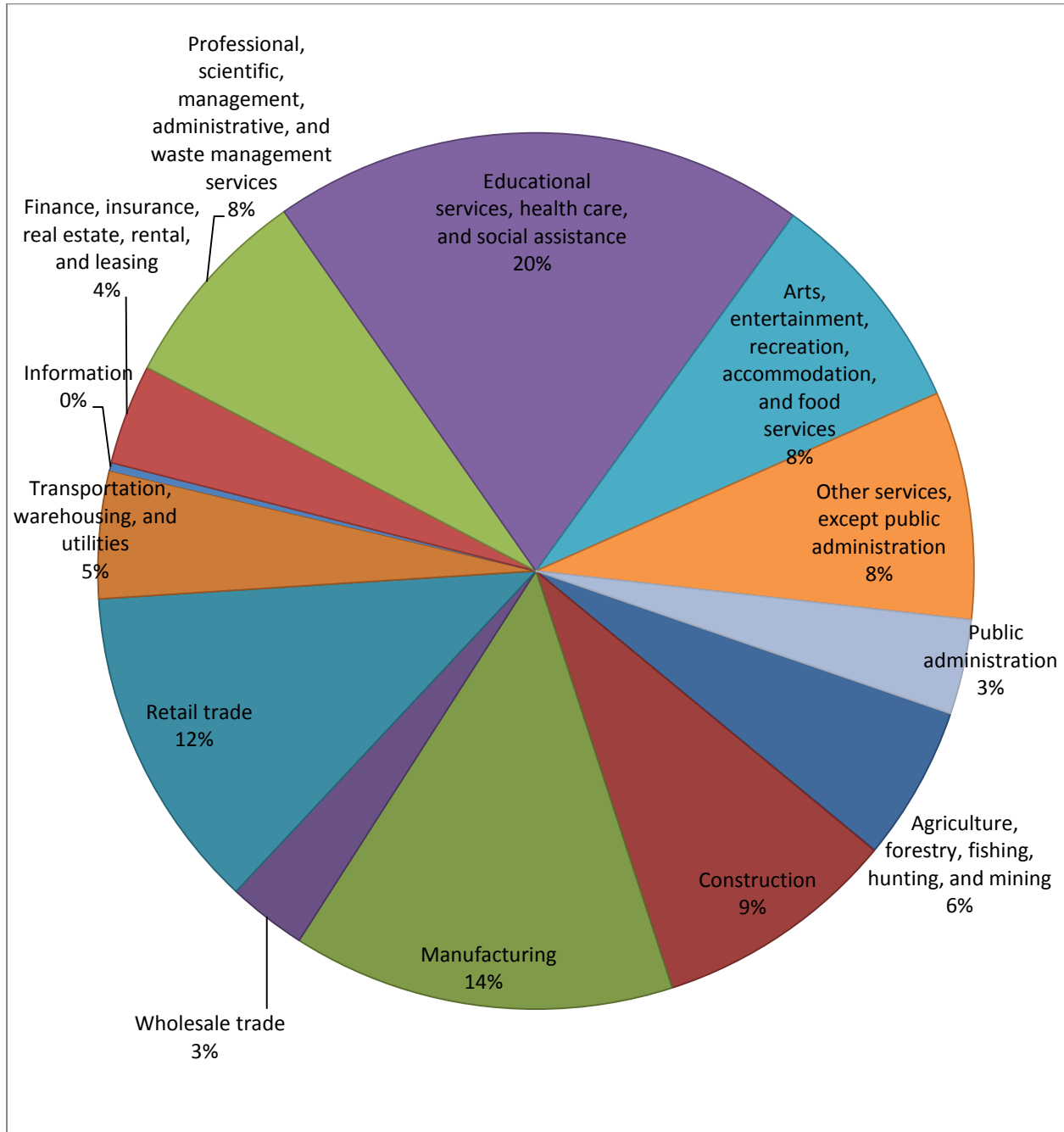


Source: U.S. Census Bureau's 2007-2011 American Community Survey 5-year estimates; Table S1701: Poverty Status in the Past 12 Months.

Economy

Employment Shares by Industry

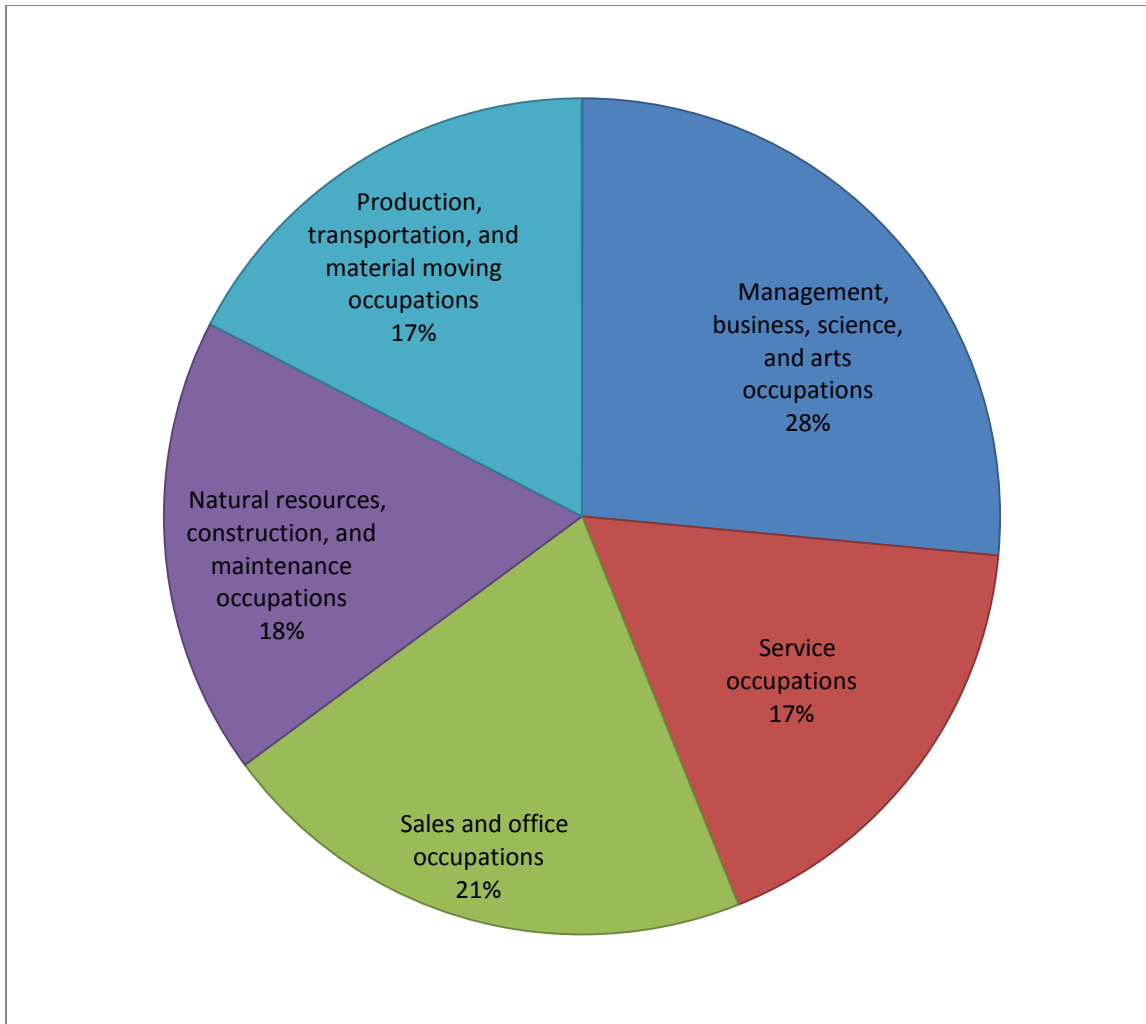
Figure 4.1 Shares of civilian workers age 16 years and over by industry in the City of Kelso.



Source: U.S. Census Bureau's American Community Survey 2007-2011 5-year estimates; Table DP03-Selected Economic Characteristics.

Employment Shares by Occupation

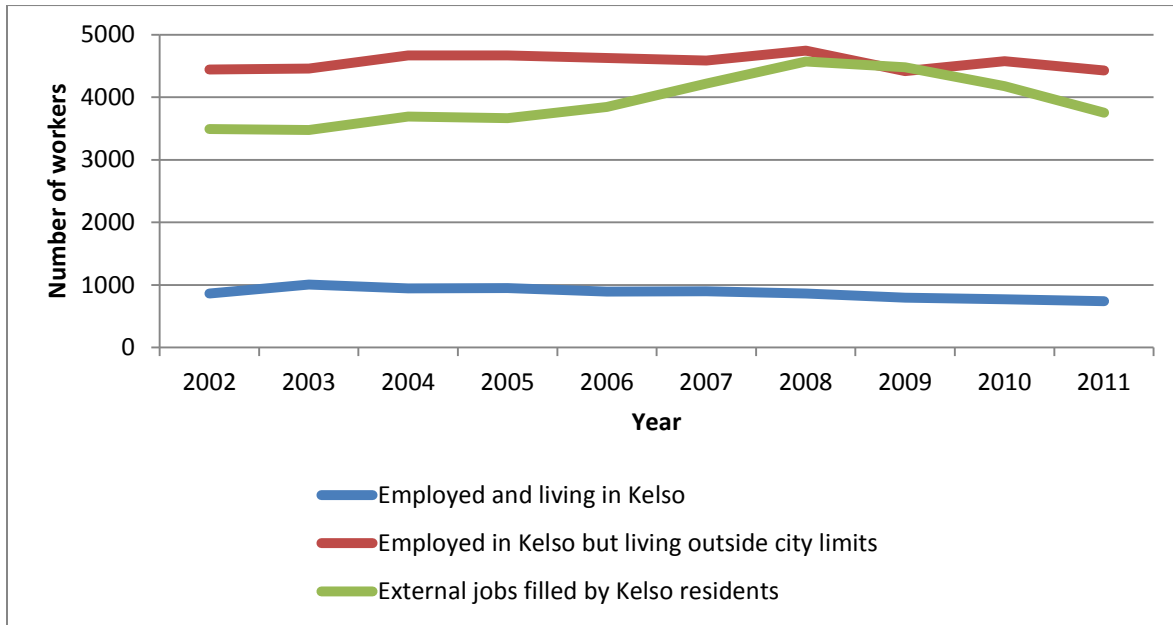
Figure 4.2 Shares of civilian workers age 16 years and over by occupation in the City of Kelso.



Source: U.S. Census Bureau's American Community Survey 2007-2011 5-year estimates; Table DP03-Selected Economic Characteristics.

Inflow/Outflow for Employment

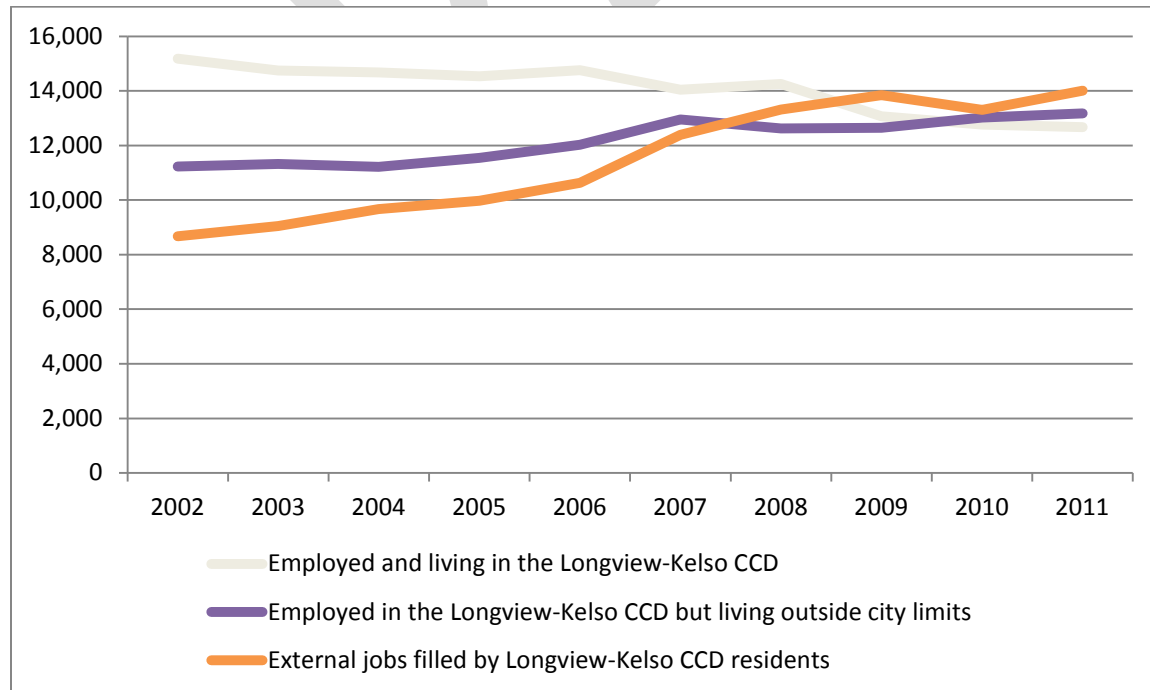
Figure 4.3 Inflow/Outflow of workers for employment for the City of Kelso.



Source: U.S. Census Bureau, Center of Economic Studies.

Figure 4.4 Employment Inflow/Outflow for the Longview-Kelso Census County Division

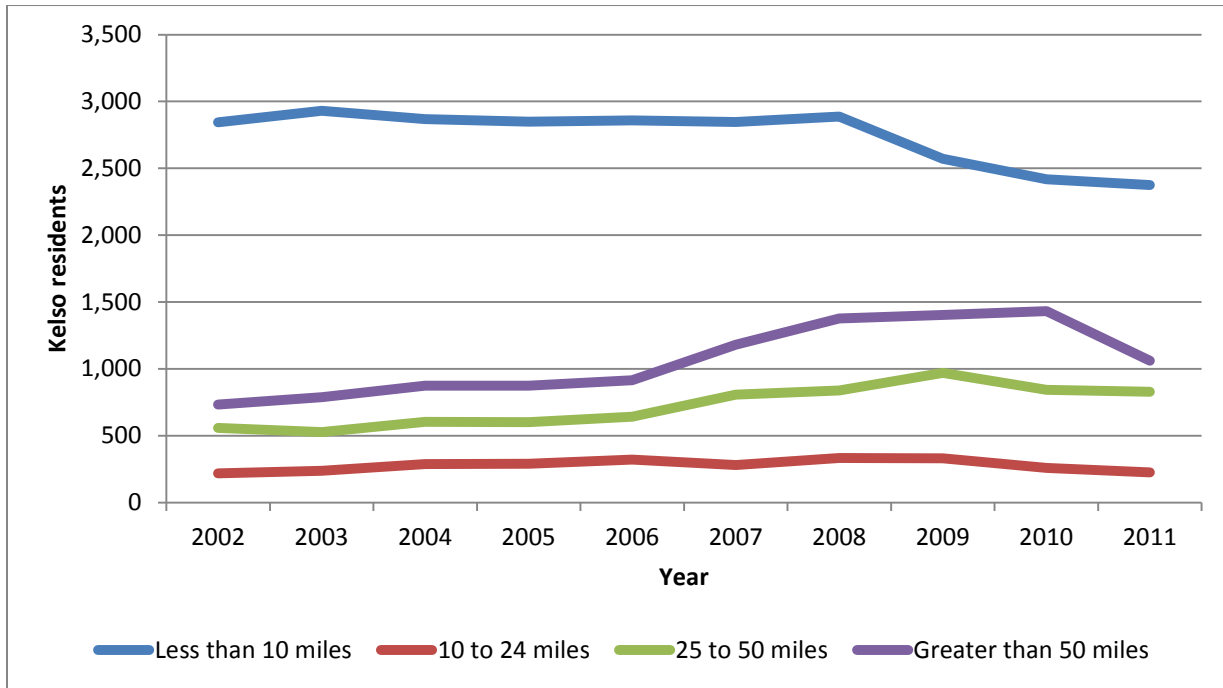
Note: The Longview-Kelso Census County Division roughly envelops the cities of Longview and Kelso. It is being used as a proxy for the Kelso-Longview urban area.



Source: U.S. Census Bureau, Center of Economic Studies.

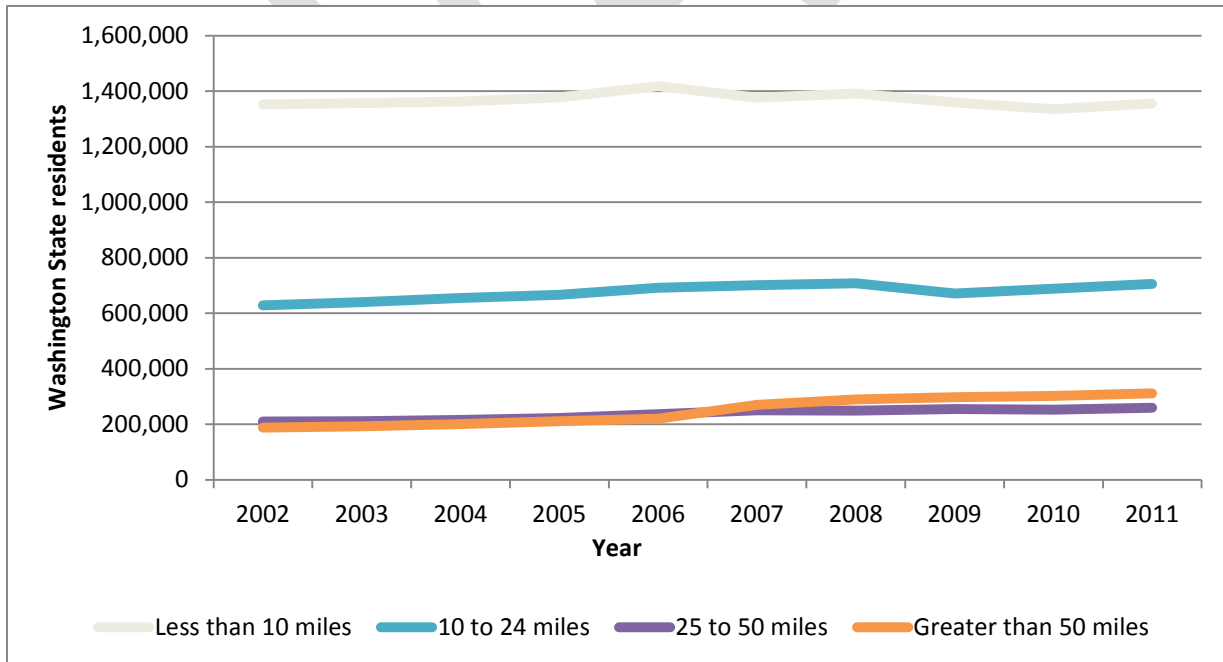
Distance Traveled to Work

Figure 4.5 Number of Kelso residents by the distance they travel to work one way.



Source: U.S. Census Bureau, Center of Economic Studies.

Figure 4.6 Number of Washington State residents by the distance they travel to work one way.

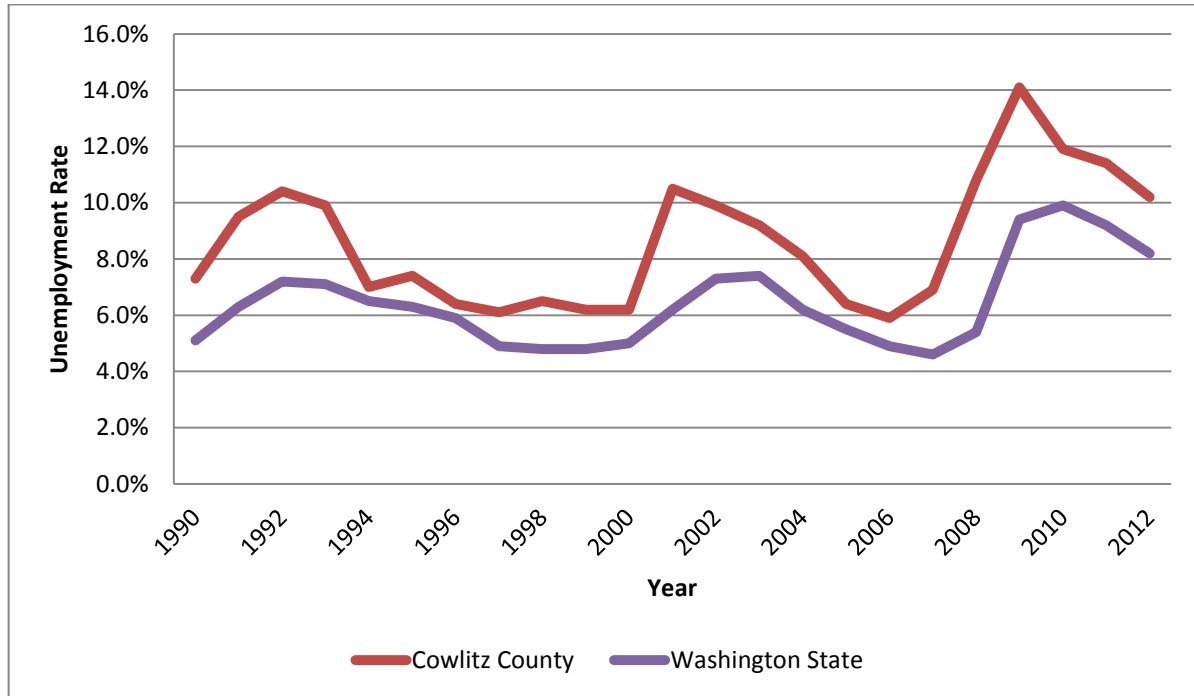


Source: U.S. Census Bureau, Center of Economic Studies.

Unemployment Rate

Figure 4.6 Unemployment Rate in Cowlitz County and Washington State from 1990 to 2012.

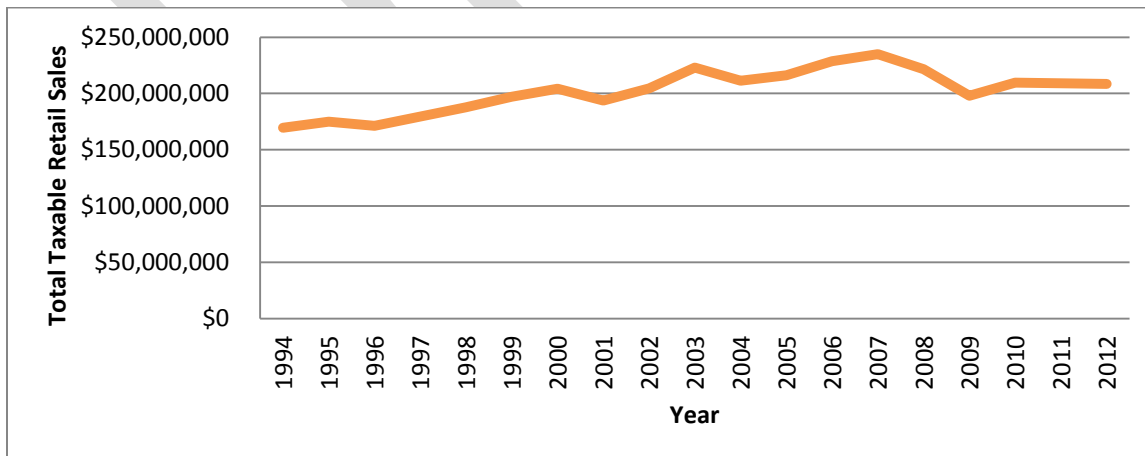
Note: Unemployment estimates are generally not released for cities with fewer than 25,000 residents. The closest figures available are for Cowlitz County.



Source: Bureau of Labor Statistics, Local Area Unemployment Statistics, Series ID LAUPA53045003 (County) and LAUST53000003 (State). Note: 2008-2012 figures reflect adjustment to new state control totals and 2011-2012 figures reflect revised inputs and re-estimation.

Total Taxable Retail Sales

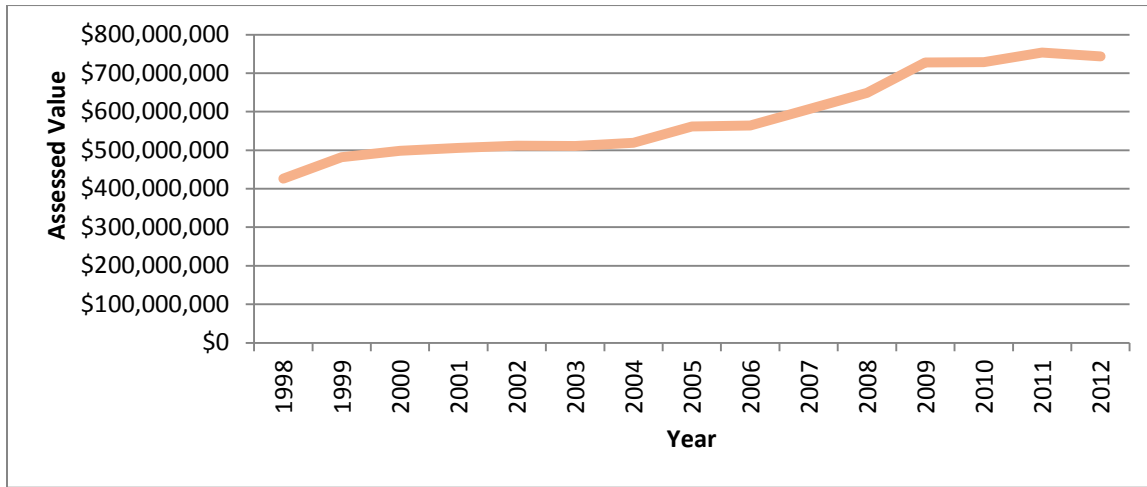
Figure 4.7 Total taxable retail sales in the City of Kelso.



Source: Washington State Department of Revenue.

Assessed Value of Taxable Total Property

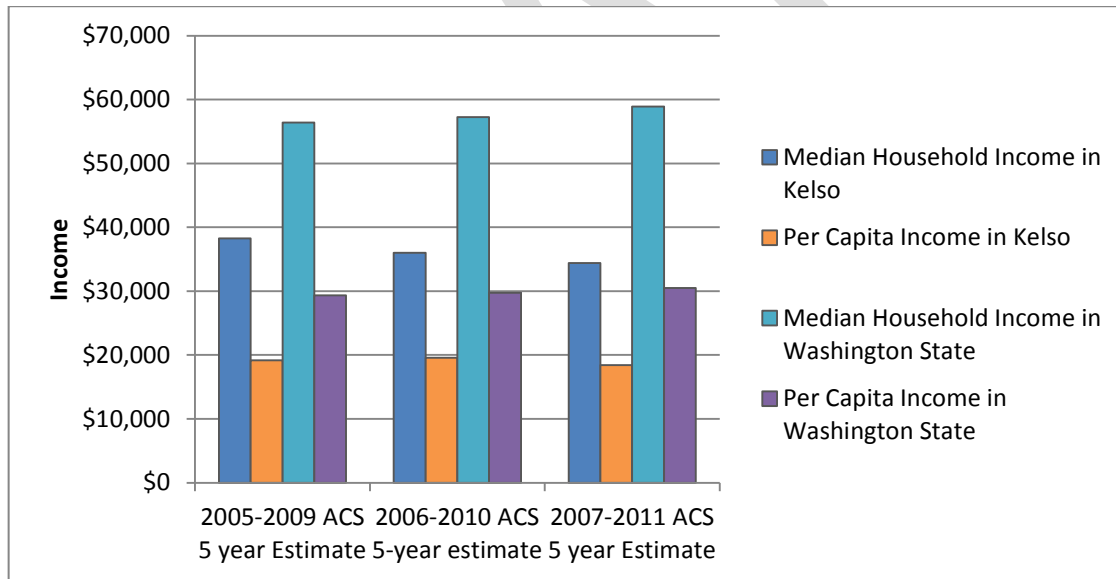
Figure 4.8 Assessed Value of Taxable Total Property in the Kelso Senior Taxing District.



Source: Washington State Department of Revenue.

Income

Figure 4.9 Median Household Income and Per Capita Income in the City of Kelso and Washington State.

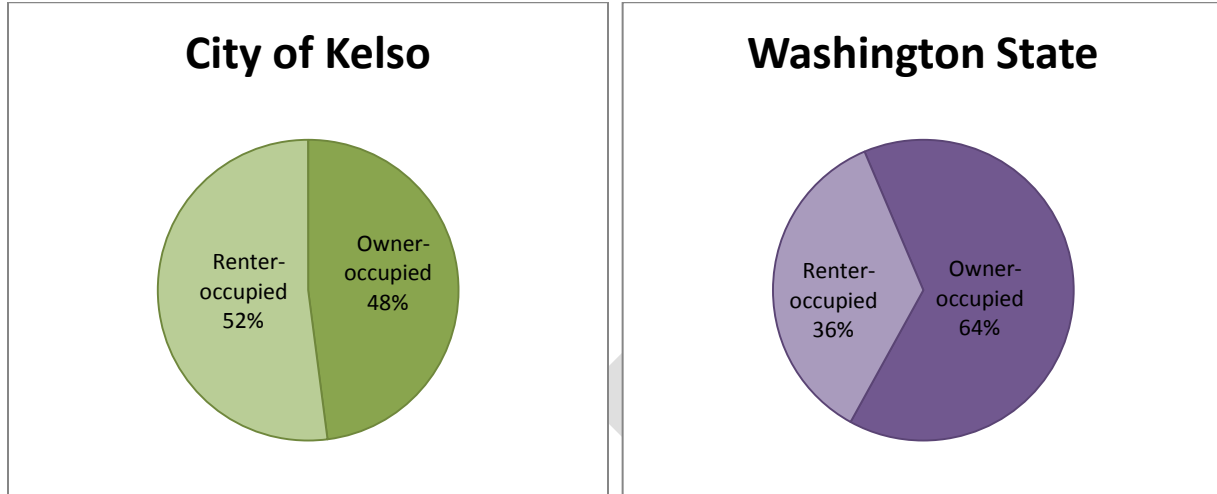


Source: U.S. Census Bureau, American Community Survey 5-year estimates; Table DP03-Selected Economic Characteristics.

Housing

Shares of Housing Units by Tenure

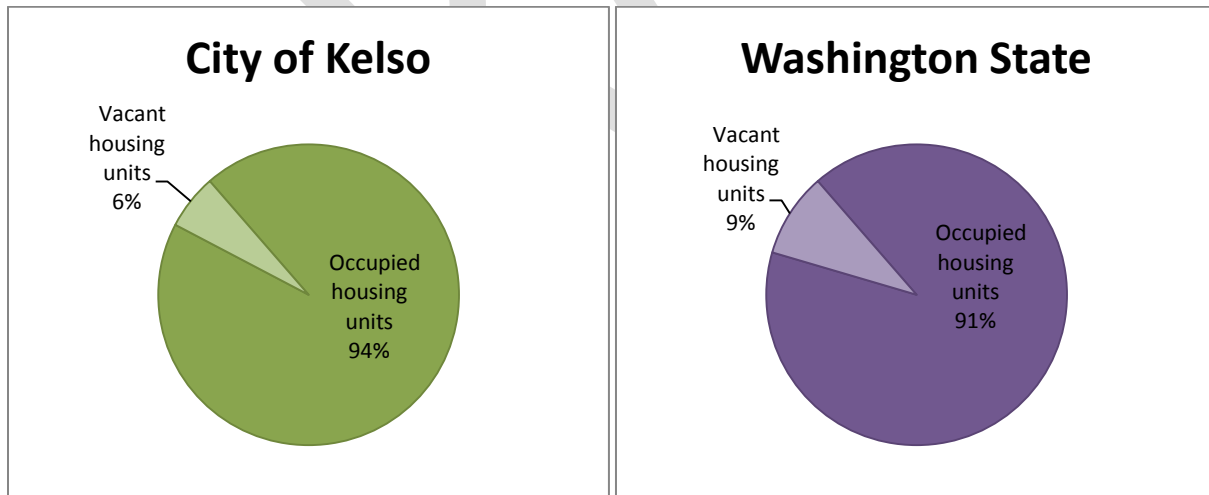
Figure 5.1 Owner-occupied vs. renter-occupied housing units in the City of Kelso and Washington State.



Source: U.S. Census Bureau's 2007-2011 American Community Survey 5-year estimates; Table DP04 - Selected Housing Characteristics.

Housing Occupancy (Occupied vs. Vacant)

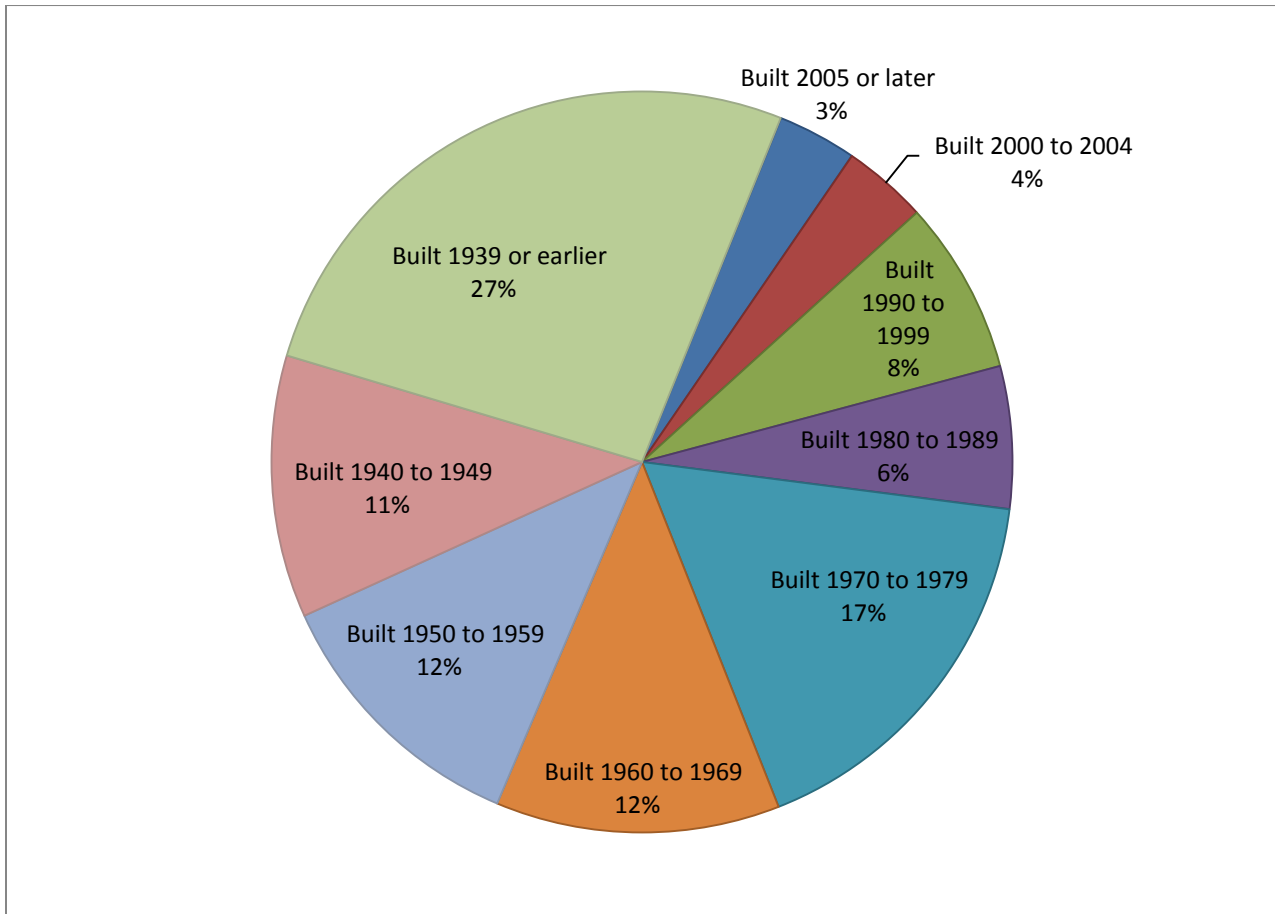
Figure 5.2 Occupied vs. Vacant housing units in the City of Kelso and Washington State.



Source: U.S. Census Bureau's 2007-2011 American Community Survey 5-year estimates; Table DP04 - Selected Housing Characteristics.

Shares of Housing Units by Year Unit Built

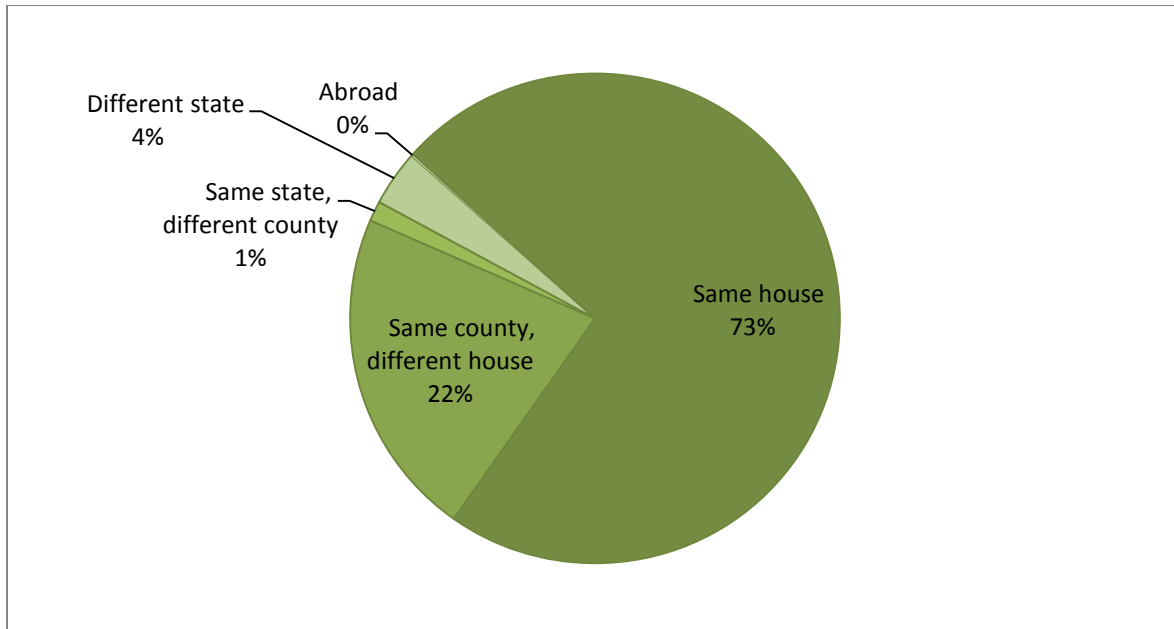
Figure: 5.3 Shares of housing units by the year the structure was built in the City of Kelso.



Source: U.S. Census Bureau's 2007-2011 American Community Survey 5-year estimates; Table DP04 - Selected Housing Characteristics.

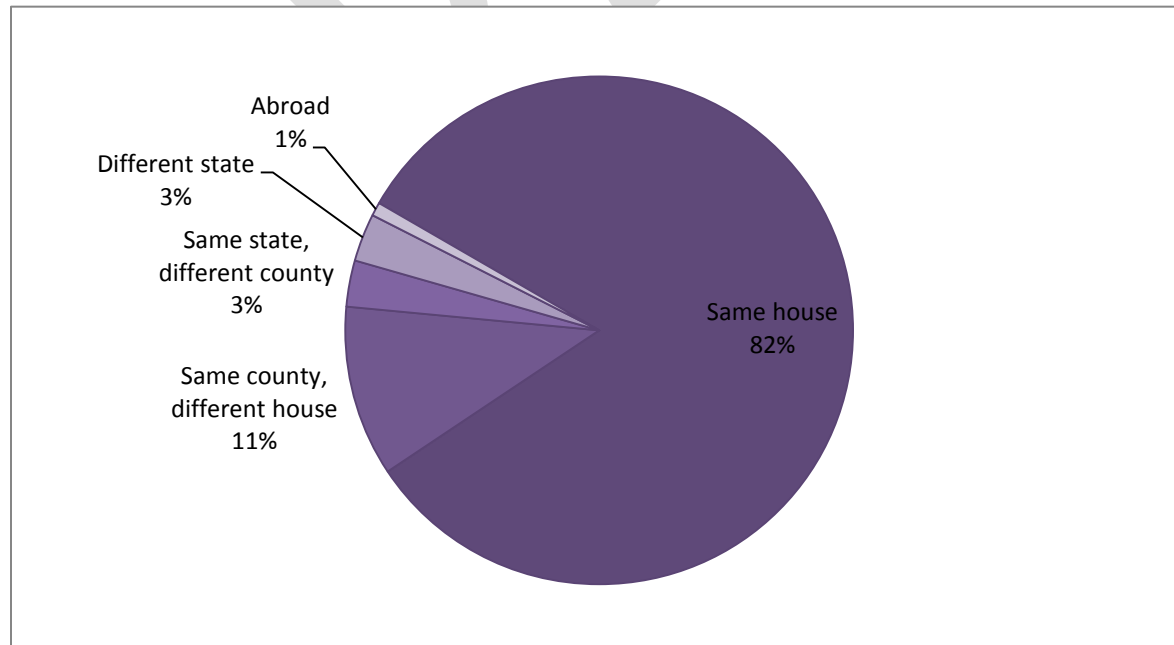
Housing Mobility

Figure 5.4 Mobility of Kelso residents measured by where they lived one year prior to survey.



Source: U.S. Census Bureau, 2007-2011 American Community Survey 5-year estimates; Table DP02 Selected Social Characteristics.

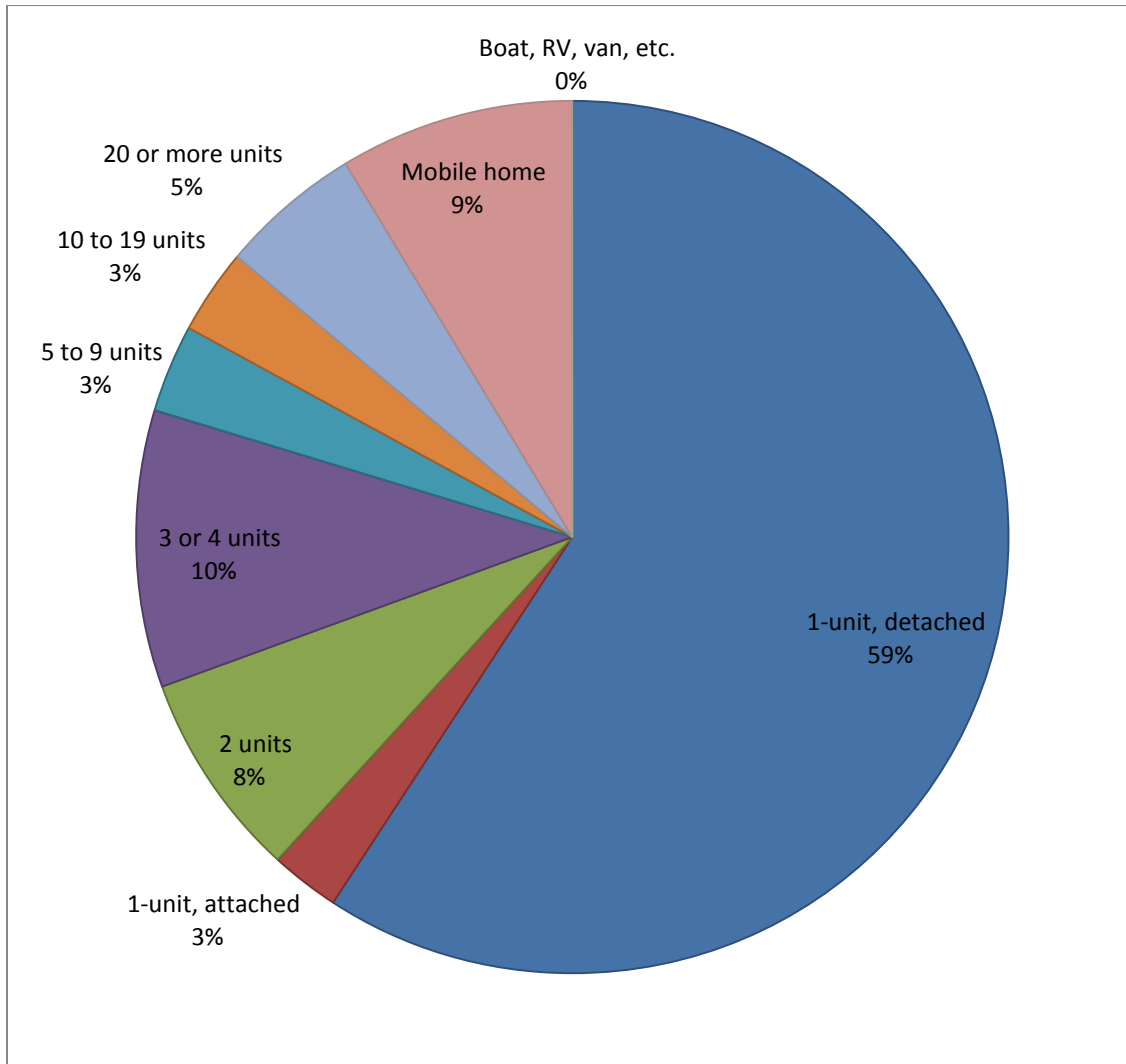
Figure 5.5 Mobility of Washington State residents measured by where they lived one year prior to survey.



Source: U.S. Census Bureau, 2007-2011 American Community Survey 5-year estimates; Table DP02 Selected Social Characteristics.

Housing Units by Number of Units in Structure

Figure 5.5 Share of housing units by number of units in structure or type in the City of Kelso.

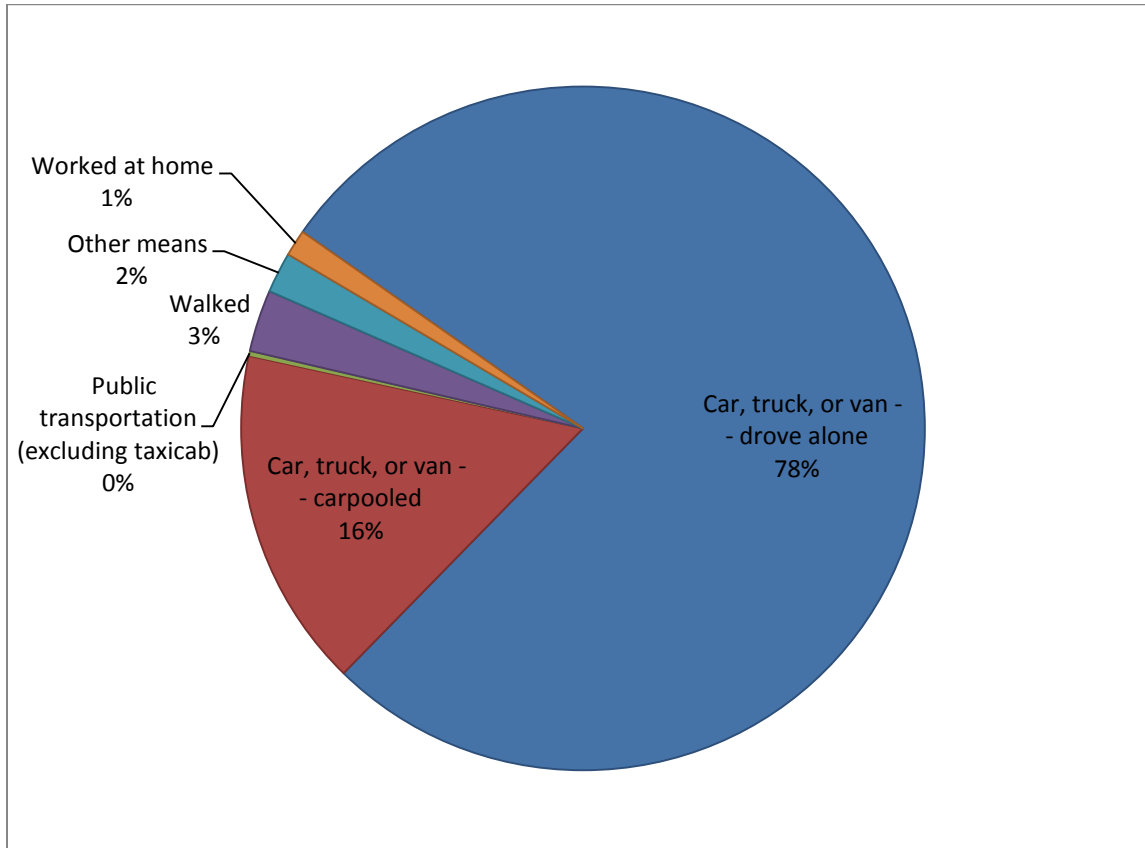


Source: U.S. Census Bureau's 2007-2011 American Community Survey 5-year estimates; Table DP04 - Selected Housing Characteristics.

Transportation

Mode of Transportation to Work

Figure 6.1 Means of transportation taken to work by City of Kelso residents.



Source: U.S. Census Bureau's American Community Survey 2007-2011 5-year estimates; Table DP03-Selected Economic Characteristics.

Conclusion

The City of Kelso experienced relatively steady growth from its incorporation in 1890 to 1910, remained stagnant for a decade, then experienced explosive growth between 1920 and 1930 when it tripled its population from 2,228 to 6,260 (Figure 2.1). Between 1930 and 1990 the city experienced steady growth but has only grown by about 200 residents over the last two decades. When the 1980 Comprehensive Plan was made, officials had every reason to believe that the population would keep growing but after experiencing a stable population for two decades, a new trend has clearly been established. The most recent population figure is the April 1st Estimate from the Washington State Office of Financial Management, which put the population at 11,940 for 2013.

The age makeup displayed in Figure 2.3 and 2.4 show that the population of Kelso has similar attributes to the state as a whole. The population is relatively stable indicated by the fact that the age groups 54

and under in both the state and city have very similar populations respectively, and the taper in population for the older age groups are also similar.

Of the three age groups displayed in Figure 2.5, under 18, 18-64, and 65 years and over, the greatest share in poverty was the under 18 category with 41% of children in the City of Kelso living below the federal poverty level according to the definition used by the Census Bureau. Only 26% of adults age 18-64 were counted as living in poverty and 8% of seniors 65 years and older.

The residents of Kelso are predominately white with an estimate of 90% from the American Community Survey's 2007 to 2011 5-year estimate. When ethnicity is factored in, 12% identified as Hispanic or Latino of any race while 82% identified as non-Hispanic white.

At the 2010 Census, 62% of households in Kelso were family households and 38% were nonfamily households. There were many different sizes of households in the city with 1-person households making up 29%, 2-person households making up 32%, 3-person households making up 16%, and the rest declining from there.

A relatively low share of Kelso's residents hold higher education degrees with only 10% of the population age 25 and over holding a bachelor's degree or higher and only 21% holding an associate's degree or higher. Residents age 25 and over with less than a high school diploma had a poverty rate of 31% while 8% of residents with a Bachelor's degree were living in poverty according to the Census Bureau's definition.

The economy is very diverse with the largest share being Educational services, healthcare, and social assistance employing 20% of the workforce. Manufacturing employs 14% of the workforce while retail trade employs 12%. In view of employment by occupation, the workforce is also very diverse with five different occupation categories ranging from 17-27%.

Very few Kelso residents also work within city limits. Most commute out of the city for work and even more people commute into the city for work. When the Longview-Kelso area is viewed as a whole (the Longview-Kelso CCD acting as a proxy) a healthier situation is seen with similar numbers of workers living and working in the same area, commuting out of the area, or outsiders commuting in. Fortunately, 53% of Kelso residents commute less than 10 miles to work however the next biggest category is for commutes greater than 50 miles so most people are either less than 10 miles or more than 50 miles. Between 2007 and 2011, 78% of workers who live in Kelso commuted to work in a personal vehicle, 16% carpoled, and remaining 6% either worked at home, walked, took public transit, or used some other means such as a bicycle.

In 2012, Cowlitz County had an unemployment rate of 10.2%, which is a welcome decrease from the 14.1% unemployment experienced in 2009. The unemployment rate in the county has remained above

the state unemployment rate between 1990 and 2012. Another measure of the health of the economy is the taxable retail sales and the value of taxable property. Taxable retail sales have experienced a 23% increase since 1994 and ended at \$209 million in 2012. The assessed values of taxable total property increased 74% since 1998 and ended at \$743 million. Median Household Income decreased 10% from the 2005-2009 estimate to the 2007-2011 estimate when it ended at \$34,391. Per capita income in the city decreased 4% over the same period ending at \$18,411. Both median household income and per capita income in the City of Kelso remained below the state average for all three survey periods shown in Figure 4.9.

Kelso has a relatively old housing stock with a high share devoted to rental use. Renters occupy 52% of the housing units in the City of Kelso and owners occupy 48% of units. In the State of Washington, renters occupy 36% of the housing units and owners occupy 64% of the units. When looking at vacancy, Kelso has a lower share of housing units that are vacant than the average for the state; 6% compared to 9% respectively. The same survey estimated that 15% of the housing units were part of a structure built after 1990 and 50% of the units were part of a structure built before 1960.

As for the mobility of the population, 73% of Kelso residents lived in the same house the year prior according to a survey taken between 2007 and 2011. An additional 22% of the residents lived in a different house but still within Cowlitz County. In comparison, Washington State had 82% of its population living in the same house the year before but just 11% lived in a different house but the same county. So over all, 95% of Kelso residents lived in the same county the year prior while 93% of the state lived in the same county the year prior. In the 2007-2011 time period, 59% of housing units were categorized as single unit detached, 9% were mobile homes, and 11% had five or more units in the structure.

B. Land Use Analysis

As a part of the process of updating this Comprehensive Plan the City contracted with the Cowlitz – Wahkiakum Council of Governments to perform a limited land use analysis. The purpose of this analysis was to assess how land is currently being used, how land was allocated on the Future Land Use and Official Zoning Maps, and how the current use compares to the future land use and zoning designations. The analysis was based on parcel information provided by the Cowlitz County Assessor’s Office and geographic-based information maintained by the Kelso Public Works Department.

Table 1 highlights how land is currently being used in the City of Kelso. It includes the number of parcels and acreage for twelve categories of land use including vacant parcels. When reading this table it is interesting to note that single-family residences account for nearly two-thirds of the parcels (64%) in the city but only 20% of the acreage. When medium and high density are added in, housing accounts for 70% of the parcels but only 23% of the land area. It is also noteworthy that one out of every five parcels (20%) are vacant and that the vacant land parcels account for over half of the land area (54%) in the City. Collectively, nine out of ten parcels are either being used for housing or are vacant and they account for over three-fourths (78%) of the acreage in the City. This means that all other land uses including commercial, industrial, churches, parks, public services, and right-of-way only involve 10% of the total parcels and less than a quarter (22%) of the total acreage in the city.

Table 1

Existing Land Use	Totals			
	Parcels	% of Total Parcels	Acres	% of Total Acreage
Single Family Residential	3411	64%	860	20%
Medium Density Residential	263	5%	57	1%
High Density Residential	57	1%	99	2%
Commercial	191	4%	190	4%
Industrial	93	2%	128	3%
Airport	8	0%	59	1%
Churches or Private Organizations	29	1%	22	1%
Parks, Recreation, and Open Space	9	0%	187	4%
Public Services and Education	110	2%	111	3%
Rights-of-Way	93	2%	244	6%
Tideland	1	0%	9	0%
Vacant	1036	20%	2350	54%
Totals	5301	100%	4316	100%

Table 2 analyzes the Future Land Use Map that was adopted with the Comprehensive Plan in 1980. This map has five categories of land use: Low Density Residential, High Density Residential, Commercial, Industrial, and Parks, Recreation, and Open Space. The table highlights the number of parcels and acreage in each of these categories, as well as the amount of vacant land in each category, and very importantly, the amount of vacant land in each category that is constrained by environmentally sensitive areas also known as critical areas. In reading this table it is interesting to note how little land is targeted for industrial development, only 4% of the total parcels, and the relatively high vacant rate of industrial parcels (43%). More interesting though, and a factor of potentially great significance, is that 84% of all vacant land is constrained by one or more critical areas, including 99% of all vacant high density residential parcels, 93% of the vacant commercial parcels, and 90% of all vacant industrial parcels. This means that the City has virtually no unconstrained, vacant land, highly suitable for development. This does not mean that the vacant land cannot be developed, but rather that it faces additional regulatory requirements and costs that may preclude some development options and may create a perception that there are no development opportunities in the city.

Table 2

Future Land Use Designation	Parcels by Future Land Use				Vacant Properties by Future Land Use Category						Vacant Properties with Critical Areas					
	# of Parcel s (B)	% of Total Parcel s	# of Acre s (D)	% of Total Acres	# of Vacant Parcel s (F)	% of Vacant Parcel s	% of Parcels in Future Land Use Category (F/B)	# of Acre s (I)	% of Vacant Acreag e	% of Acreage in Future Land Use Category (I/D)	# of Parcel s (L)	% of Parcel s with Critica l Areas	% of Vacant Parcels in Future Land Use Category (L/F)	# of Acre s (O)	% of Acreag e with Critical Areas	% of Vacant Acreage in Future Land Use Category (O/I)
Low Density Residential	2899	55%	1976	46%	594	57%	20%	1213	52%	61%	461	53%	78%	765	42%	63%
High Density Residential	1015	19%	288	7%	88	8%	9%	72	3%	25%	87	10%	99%	55	3%	76%
Commercial	1142	22%	580	13%	249	24%	22%	285	12%	49%	232	27%	93%	252	14%	88%
Industrial	222	4%	1205	28%	96	9%	43%	743	32%	62%	86	10%	90%	743	40%	100%
Parks, Recreation, and Open Space	23	0%	267	6%	10	1%	43%	41	2%	15%	9	1%	90%	27	1%	65%
	5301	100%	4316	100%	1037	100%	20%	2354	100%	55%	875	100%	84%	1841	100%	78%

Table 3 is very similar to Table 2 but is based on an analysis of the Official Zoning Map. This table highlights the distribution of parcels among the twelve zoning districts and once again we can see that 20% of the parcels are vacant and that 84% of the vacant parcels are constrained by environmentally sensitive areas including 100% of nearly all of the vacant commercial and industrially zoned land

Table 3

Zoning District	Parcels by Zoning District				Vacant Parcels by Zoning District						Vacant Parcels with Critical Areas					
	# of Parcel s (C)	% of Total Parcels	# of Acres (E)	% of Acres	# of Vacant Parcel s (G)	% of Vacant Parcels	% of Parcels in Zoning District (G/C)	# of Acres (J)	% of Vacant Acreage	% Acreage in Zoning District (J/E)	# of Parcel s (M)	% of Vacant Parcels with Critical Areas	% of Vacant Parcels in Zoning District (M/G)	# of Acres (P)	% of Vacant Acreage with Critical Areas	% of Vacant Acreage in Zoning District (P/I)
RSF 5 Residential Single-Family 5	2709	51%	520	12%	252	24%	9%	57	2%	11%	185	21%	73%	40	2%	71%
RSF 10 Residential Single-Family 10	442	8%	388	9%	111	11%	25%	204	9%	53%	79	9%	71%	112	6%	55%
RSF 15 Residential Single-Family 15	384	7%	993	23%	156	15%	41%	728	31%	73%	120	14%	77%	374	20%	51%
RMF Residential Multi-Family	818	15%	324	8%	102	10%	12%	101	4%	31%	86	10%	84%	93	5%	92%
CNH Neighborhood Service Center	19	0%	5	0%	4	0%	21%	2	0%	43%	4	0%	100%	2	0%	100%
CWK West Kelso Commercial	158	3%	31	1%	46	4%	29%	7	0%	22%	46	5%	100%	7	0%	100%
CTC Town Center Commercial	119	2%	21	0%	18	2%	15%	2	0%	10%	18	2%	100%	2	0%	100%
CMR Major Retail Commercial	51	1%	292	7%	29	3%	57%	210	9%	72%	20	2%	69%	168	9%	80%
CSR Specialty Retail and Services	203	4%	120	3%	72	7%	35%	59	3%	49%	70	8%	97%	59	3%	100%
ILM Light Industrial	147	3%	373	9%	48	5%	33%	101	4%	27%	48	5%	100%	101	5%	100%
ILG General Industrial	16	0%	750	17%	11	1%	69%	585	25%	78%	11	1%	100%	585	32%	100%
OPN Open Space	235	4%	499	12%	188	18%	80%	303	13%	61%	188	21%	100%	303	16%	100%
Totals	5301	100%	4316	100%	1037	100%	20%	2359	100%	55%	875	100%	84%	1847	100%	78%

Table 4 completes the land use analysis with a comparison of the current land use to the Official Zoning Map and the Future Land Use Map. While only 16% of the parcels have a current use that does not comply with the zoning category it is in, the area this represents is less than 1%. What is interesting to note however is that over two-thirds (68%) of the land zoned multi-family is being used for something other than multi-family, particularly near the downtown. With respect to the future land use designations, the current use of nearly one out of three parcels (30%) is non-compliant but it represents only 8% of the land area. Most of these non-conforming parcels are in West Kelso where the Future Land Use Map that was adopted in 1980 designated the entire neighborhood as commercial, but where residential uses still predominate.

Table 4

Zoning District	Totals				Existing Land Uses That Do Not Comply with Zoning District					
	# of Parcels (B)	% of Total Parcels	# of Acres (D)	% of Total Acres	# of Parcel s	% of Non- Compliant Parcels	% of Parcels in Zoning District (F/B)	# of Acres	% of Non Compliant Acreage	% of Non Compliant Acreage in Zoning District (I/D)
Residential Single-Family 5	2709	51%	520	12%	157	18%	6%	28	13%	5%
Residential Single-Family 10	442	8%	388	9%	8	1%	2%	1	1%	0%
Residential Single-Family 15	384	7%	993	23%	3	0%	1%	2	1%	0%
Residential Multi-Family	818	15%	324	8%	553	64%	68%	85	40%	26%
Neighborhood Service Center	19	0%	5	0%	5	1%	26%	1	0%	16%
West Kelso Commercial	158	3%	31	1%	28	3%	18%	4	2%	14%
Town Center Commercial	119	2%	21	0%	13	1%	11%	2	1%	9%
Major Retail Commercial	51	1%	292	7%	7	1%	14%	5	2%	2%
Specialty Retail and Services	203	4%	120	3%	62	7%	31%	12	6%	10%
Light Industrial	147	3%	373	9%	19	2%	13%	57	27%	15%
General Industrial	16	0%	750	17%	1	0%	6%	9	4%	1%
Open Space	235	4%	499	12%	12	1%	5%	4	2%	1%
Totals	5301	100%	4316	100%	868	100%	16%	211	100%	0

Future Land Use Designation	Totals				Existing Land Uses That Do Not Comply With Future Land Use Category					
	# of Parcels (B)	% of Total Parcels	# of Acres (D)	% of Total Acres	# of Parcel s (F)	% of Non- Complian t Parcels	% of Parcels in Future Land Use Category (F/B)	# of Acres	% of Non- Complian t Acreage	% of Non Compliant Acreage in Future Land Use Category (I/D)
Low Density Residential	2899	55%	1976	46%	144	9%	5%	54	15%	3%
High Density Residential	1015	19%	288	7%	773	50%	76%	97	27%	34%
Commercial	1142	22%	580	13%	584	37%	51%	110	31%	19%
Industrial	222	4%	1205	28%	53	3%	24%	90	25%	7%
Parks, Recreation, and Open Space	23	0%	267	6%	4	0%	17%	6	2%	2%
Totals	5301	100%	4316	100%	1558	100%	29%	357	100%	8%

Notes:

1. Non-compliant properties does not include vacant land, right-of-way, parcels used by churches/private organizations, or parcels used for public service and educational purposes.

Chapter 5

Supporting Plans, Documents, and Maps

The following is a listing and brief summary description of the plans, documents, and maps that have been adopted by reference and are to be used in support of the implementation of this Plan. Please note that as these plans, documents, and maps are updated the most recent version shall apply. Copies of these plans and documents may be found online at the City website www.kelso.gov and copies of the maps may be viewed or purchased at the City Planning Department.

A. Supporting Plans

1. City of Kelso Parks and Recreation Comprehensive Plan, February 18, 2014
2. Cowlitz County Regional Trails Plan, December 2006
3. City of Kelso, Comprehensive Water System Master Plan, March 2013
4. City of Kelso Comprehensive Sewer Master Plan, January 2011
5. City of Kelso Six-Year Capital Improvement Plan, April 2014
6. City of Kelso Comprehensive Storm Water Management Plan, May 2013
7. Cowlitz County Hazard Mitigation Plan, July 2013
8. City of Kelso Downtown Design Plan and Manual, Phase I – 2005 Phase II - 2006
9. South Kelso Revitalization Plan, June 2013
10. Southwest Washington Regional Airport Master Plan, February 2011
11. [City of Kelso Railroad Crossing Study, March 2013](#)
- 11.12. [Talley Way Corridor Study 2009](#)

B. Supporting Documents

1. City of Kelso Shoreline Master Program, (update in progress)
2. City of Kelso Municipal Code

C. Supporting Maps

1. City of Kelso Future Land Use Map
2. City of Kelso Official Zoning Map
3. City of Kelso Current Land Use Map
4. City of Kelso Shoreline Designations Map
5. City of Kelso Map of Levees
6. City of Kelso Critical Areas Maps
7. City of Kelso Public Lands Map

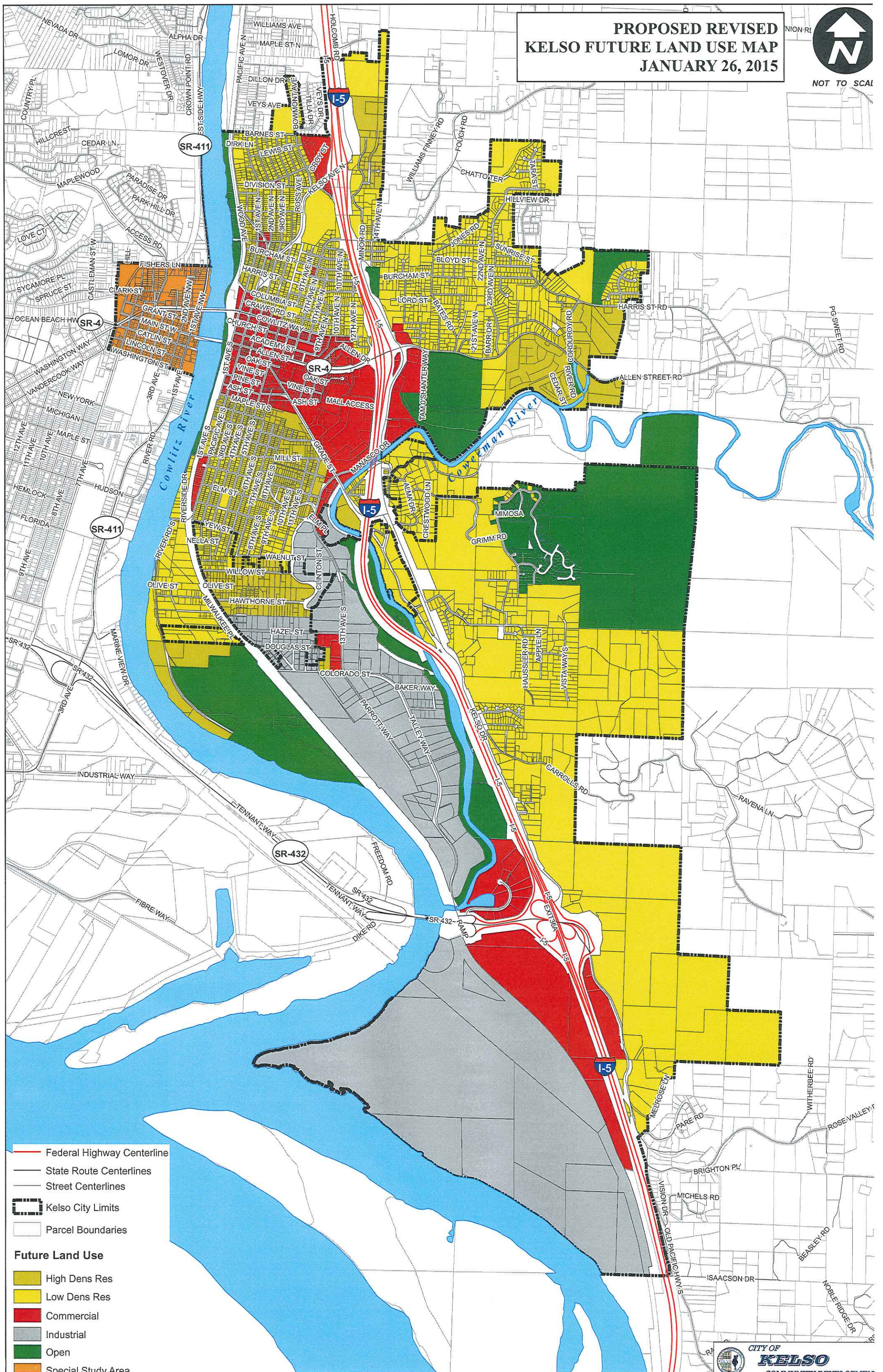
8. Cowlitz County Future Land Use Map
9. Cowlitz County Official Zoning Map

DRAFT

**PROPOSED REVISED
KELSO FUTURE LAND USE MAP
JANUARY 26, 2015**



NOT TO SCALE



- Federal Highway Centerline
- State Route Centerlines
- Street Centerlines
- Kelso City Limits
- Parcel Boundaries

- Future Land Use**
- High Dens Res
 - Low Dens Res
 - Commercial
 - Industrial
 - Open
 - Special Study Area

Comment Submitter & Date	Portions of Plan Addressed	Comment
Washington State Department of Transportation, 11/14/2014	Land Use Policy #8: Encourage mixed-use residential development in all commercial zones. This shall include, but is not limited to the property zoned Major Retail Commercial (CMR) in the vicinity of the I-5 SR 432 interchange.	"Due to the noise from I-5, SR 432, the railroad and the Southwest Washington Regional Airport, mixed-use residential development may not be the best choice for this location. Mixed use in this area is not consistent with best management practices found in WSDOT's Airports and Compatible Land Use Guidebook. Mixed use should be used as a last resort and not occur within the runway approach/departure area. The current zoning of CMR-Commercial Major Retail is more consistent with best management practices. More compatible zoning district alternatives may include general industrial and light industrial. If residential development is permitted in this area, we recommend that language be placed in the various development documents that clearly point out these issues to all potential tenants or occupants."
	Transportation Policy #8 (Formerly #7): Support the management of the Southwest Washington Regional Airport as a regional, general aviation airport in partnership with the City of Longview, the Port of Longview, and Cowlitz County.	"Some of the projects identified may not be considered high funding priorities by WSDOT. The SR 432 bridges discussed in Project "e" were constructed in 1973, and have a relatively high sufficiency rating of 81.43. These structures have a projected life expectancy of up to 75 years. The only anticipated work for these bridges is a low priority seismic retrofit and regular maintenance such as painting."

Comment Submitter & Date	Portions of Plan Addressed	Comment
Southwest Washington Regional Airport (SWRA), 11/6/2014	Goal #11: Address regional priorities, challenges, and opportunities through partnerships with local, state, and federal agencies, local organizations, and the business community.	Submitted SWRA comment supports Goal #11
	Land Use Policy #4: Support the mutually beneficial annexation of isolated pockets of unincorporated Cowlitz County near South Kelso and urbanized areas in North Kelso.	Submitted SWRA comment supports Land Use Policy #4
	Land Use Policy #8: Encourage mixed-use residential development in all commercial zones. This shall include, but is not limited to the property zoned Major Retail Commercial (CMR) in the vicinity of the I-5 and SR 432 Interchange.	"The I-5/SR 432 interchange is in very close proximity to the direct flight path for the SWRA runway. Residential development at the interchange would not be conducive to the operations of the airport. We would encourage the planning commission to reconsider introducing housing as a possible land use for the above-mentioned interchange area."
	Land Use Policy #19: It is the intent of the City, in partnership with other public agencies, to promote the establishment of a regional wetland mitigation bank in the vicinity of the Coweeman River in the area known as Harts Lake.	Submitted SWRA comment supports Land Use Policy #19
	Transportation Policy #6 (formerly #5): Encourage the ongoing cooperation between the Southwest Washington Regional Airport, BNSF, Amtrak, and the State of Washington so that plans to improve air and rail service to Kelso are compatible and do not adversely affect one another.	"SWRA is working closely with BNSF and WSDOT to develop a relationship that accomplishes the objectives of both the airport and the railroad. The primary areas in regards to stormwater runoff/treatment, access, safety and security. It is our intent to develop agreements that will establish the future partnership to continue to address the issues that arise as a result of the joint property boundary between the airport and the railroad."

Comment Submitter & Date	Portions of Plan Addressed	Comment
Southwest Washington Regional Airport (SWRA), 11/6/2014	Transportation Policy #8 (formerly #7): Support the management of the Southwest Washington Regional Airport as a regional, general aviation airport in partnership with the City of Longview, the Port of Longview, and Cowlitz County.	Submitted SWRA comment supports Transportation Policy #8 (formerly #7) with the exception of item e. which has been removed from the final submitted document.
	Economic Development Policy #3: Promote light industrial manufacturing on the Talley Way Corridor and aircraft related services near the SW WA Regional Airport.	"Please consider updating the term "aircraft" to aviation services. This encompasses a broader approach to the desired to promote activities that are compatible with the airport..."
	Capital Facility Policy #5 (Formerly #7): Establish and maintain a comprehensive storm water management system.	"SWRA is in general agreement with this policy. Proper stormwater management is essential to the airport's need to reduce wildlife attractant on and within the facility. Standing water and ponding attract bird, which impact the safety of the airport. The Capital Improvement Program which the airport will be completing over the course of the next few years is concentrating on stormwater quality"
	Land Use Objective #14: Review the current and potential future safety zone requirements for the regional airport and assess the development potential of neighboring properties.	"The FAA is clear on development activities in and around airports. The FAA website and the WSDOT Land Use for Airports manual will be very useful in the development assessment of properties in close proximity to the airport."
	Land Use Objective #13 (formerly #15): In consultation with Cowlitz County and affected property owners, designate additional land in South Kelso for industrial development.	Submitted SWRA comment supports Land Use Objective #13 (formerly #15)
	Land Use Objective #17 (formerly #19): Explore the potential of basing livestock regulations on lot sizes.	Submitted SWRA comment supports Land Use Objective #17 (formerly #19)

Comment Submitter & Date	Portions of Plan Addressed	Comment
Southwest Washington Regional Airport (SWRA), 11/6/2014	Land Use Objective #19 (formerly 21): In consultation with the County and affected property owners, designate areas suitable for single family and multi-family residential uses in South Kelso	"Residential use in South Kelso in areas in very close proximity to the airport should not be encouraged. A designated overlay should be developed to determine where the residential areas will be built and the industrial areas are to be encouraged. This will support efforts to protect the safe operation of the airport and, most importantly, promote Public Safety."
	Transportation Objective #8: Review and monitor the plans to develop high speed rail along with FAA regulations to avoid or minimize the potential for conflicts near the airport.	Submitted SWRA comment supports Transportation Objective #8
	Transportation Objective #9: Incorporate the findings and recommendations of the Talley Way Corridor study and the City of Kelso Railroad Crossing Study into the City's updated Comprehensive Plan.	Submitted SWRA comment supports Transportation Objective #9
	Economic Development Objective #2: Explore the feasibility of transferring administrative responsibility for the SW Washington Regional Airport to the Port District.	Submitted SWRA comment provides Resolution No. 14-001, adopted July 17, 2014 by the SWRA Operating Board entitled: A RESOLUTION OF THE SOUTHWEST WASHINGTON REGIONAL AIRPORT OPERATING BOARD RECOMMENDING SALE AND TRANSFER OF THE AIRPORT AND REPLACING THE CURRENT INTERGOVERNMENTAL AGREEMENT.

Comment Submitter & Date	Portions of Plan Addressed	Comment
A. Wixon via Website Comment Form Submission, 01/22/2015	The annexation of North Kelso	"While going through the comprehensive plans, I could not find anything on the annexation of North Kelso (from Shawnee to ???). While I understand this would increase revenue for the city, annexation of my area (Williams Ave, Nelson Ave and N. Maple) could potentially increase traffic in an area with many school children, potentially bring in transients into our area that already has a small problem, plus the environmental impact (I have a doe that feeds on the apples in my yard every summer, plus a mated pair of hawks in the trees behind me). Now City of Kelso Public Works owns the lot next to mine, but I have yet to see ANY works come in to take care of that lot, which leaves it to me to upkeep this lot. Making use of this lot for a "park" would increase foot traffic, not to mention a possibility of trash that could potentially end up in MY yard. While I applaud the city with considering the annexation for revenue flow, it would, at this time, cause only troubles for my neighbors and myself. Thank You for allowing me to put my input into this situation."
Rodman Reality via Jordan Willis, 11/20/2015	The proposed Future Land Use Map	Mr. Willis requested a land use designation change of parcels 244350100 & 24027 on behalf of his client. The request was for the designation to be changed from Commercial to the less intensive High Density Residential.
C. Hart, C. Bornstedt, C. Reeds, M. Nooner via public testimony, 1/01/20/2015	Land Use Policy 4	Citizens spoke against North Kelso being annexed into the City limits
C. Hart, B. Blackburn, A. Saint Germain, S. Woodington via public testimony, 01/20/2015	The Plan in general	Citizens voiced concerns that the plan is a violation of property rights and asked that language relating to eminent domain or acquisition of property be removed.
C. Hart via public testimony, 01/20/2015	Land Use Policy #22, Land Use Objective #7, Parks and Recreation Objective #3	Citizen voiced concern that these portions of the plan were violation of property rights.