



## Memorandum

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**TO:** Longview Planning Commission

**FROM:** Steve Langdon, Planning Manager

**HEARING**

**DATE:** September 2, 2015

**TYPE OF**

**DECISION:** Legislative

**PROPOSAL:** Case Number PC 2015-5 Proposal to amend the City of Longview's Comprehensive Plan Future Land Use Map for an area approximately 136 acres in size. The area is located in the Barlow Point area adjacent to the Columbia River and south of Barlow Point Road. Under the proposal, the Comprehensive Plan classification will change from Mixed Use – Residential/Commercial to Heavy Industrial. The area has a zoning map designation Heavy Industrial.

**BACKGROUND**

The Port of Longview has applied for a Comprehensive Plan Future Land Use Map amendment to revert approximately 136 acres in the Barlow Point area from Mixed Use-Residential/Commercial (MU-R/C) back to Heavy Industrial. Prior to the adoption of the 2006 Comprehensive Plan this area had a Comprehensive Plan classification of Heavy Industrial and was zoned for heavy industrial uses. The heavy industrial zoning has remained.

A zoning designation for the Comprehensive Plan classification of Mixed Use-Residential/Commercial was never developed. Most of the area classified as MU-R/C is outside of City limits but inside the City's Planning Area Boundary. The intent of the MU-C/R classification was for the area to be developed under a planned development process. *(Please see the Comprehensive Plan intent statement for the MU-R/C classification provided later in this report.)* When developers acquired the needed land and requested annexation, then, as part of the annexation process, a MU-R/C zoning designation would be developed. As the 2006 Comprehensive Plan was being developed, a group of investors acquired options for land in the area and had discussions with City

staff on how the area could be developed into an “urban village.” A downturn in the economy caused those investors to drop the project.

In 2010, the Port of Longview acquired 275 acres of land in the Barlow Point. The Port is undergoing master planning to develop the land into high-intensity port facilities. The majority of the Port property has a Heavy Industrial Comprehensive Plan classification along with a Heavy Industrial zoning designation. Approximately 60 acres of Port property has the MU-R/C classification with a Heavy Industrial zoning designation. The Port wants all of their land to have the same Comprehensive Plan classification and zoning designation.

Port staff talked to neighboring property owners to see if they wanted to join the Comprehensive Plan map amendment application. Two of the three property owners who own land north of the Port property and south of the City limits agreed to include their property in the application. The land owned by Barlow Point Land Company and Longview Property are included in the application. The land owned by Brian Magnuson is not.

In general, the Comprehensive Plan is an official public document that guides policy decisions related to the physical, social, and economic growth of the City. It is not a development regulation. The City’s zoning code provides the primary development regulations for the City. Thus, even though part of the Port property is classified MU-R/C, any development would need to be consistent with the Heavy Industrial zoning district.

See Exhibit A for a map depicting the proposed Comprehensive Plan Future Land Use Map amendment. Exhibit B consists of the Comprehensive Plan map amendment application. It lists the parcel numbers for the area.

#### Ownership

The amendment area includes six tax parcels: three of the parcels were purchased in October 2010 by the Port of Longview. The other three parcels are owned by Barlow Point Land Company and Longview Property.

#### Existing Land Uses

The proposed map amendment area is largely vacant. There is a large pole-barn type building on the northernmost parcel. The use of the building is unknown to City staff. When visiting the area, staff observed cattle grazing by the building and agriculture equipment stored outside. Because of this, staff suspects the building is being used for agriculture purposes. The area includes a Consolidated Diking Improvement District No. 1 maintained levee.

#### Adjacent Land Uses

East: Landfill, Agriculture/vacant land owned by the Port of Longview

South: Agriculture/vacant land owned by the Port of Longview

West: Columbia River

North: Some single-family residential dwellings amongst agricultural land. Forested land between the river and the levee.

#### Comprehensive Plan

The 2006 Longview Comprehensive Plan currently classifies the map amendment area as Mixed Use-Residential/Commercial. The City Comprehensive Plan classifications for the adjoining properties are Mixed Use – Residential/Commercial and Heavy Industrial. The Cowlitz County classification is Industrial-Heavy.

#### Zoning

The subject properties are currently zoned Heavy Industrial District. The zoning designations for the adjoining properties are:

East: Heavy Industrial

South: Heavy Industrial

West: Heavy Industrial

North: Heavy Industrial and Cowlitz County zoning designation of Heavy Manufacturing (MH) District

#### Availability of Utilities

Water mains are located in Mt. Solo Road (SR 432) and in Barlow Point Road. The nearest sewer lines are a substantial distance away; near the Mt. Solo Middle School to the north and 38<sup>th</sup> Avenue to the south. Fire protection is available to the subject properties. Any future development will require compliance with the City of Longview Storm Water regulations for retention/detention and water quality.

#### S.E.P.A Determination

An Environmental Checklist for the proposed Comprehensive Plan Map revision was reviewed pursuant to the State Environmental Policy Act and a determination of non-significance was issued on August 19, 2015. [E 2015-7 SEPA checklist]

The comment period for the SEPA checklist will end on September 2, 2015. SEPA documents are attached as Exhibit C.

#### Critical Areas

Geologic Hazards:	No mapping indicators
Shoreline Designation:	Urban
Floodplains:	Zone X – areas protected by levees from 100-year flood
Wetlands:	Wetlands associated with the Columbia River and some shown on the landward side of the dike
Steep Slopes:	No mapping indicators
Unstable Soils:	No mapping indicators
Soils Description:	Primarily Caples silty clay loam
Gradient of Soils on-site:	0-3% except for Levee

### Additional Information

Pursuant to Chapter 19.81 of the Longview Municipal Code, legal notice was published in the Longview Daily News on August 23, 2015 and August 30, 2015. On August 20, 2015, public notice was mailed to property owners and occupants in or near the map amendment area.

### Citizen Correspondence

As of this writing, the City has received no comments.

## **COMPREHENSIVE PLAN POLICIES AND INTENT STATEMENTS**

The relevant Comprehensive Plan goal and policy and map intent statements are given below.

### **Goal LU-A**

To encourage orderly, efficient, and beneficial development of land within Longview while maintaining a balance of business and residential uses within the City.

### **Policy LU-A.1.3**

Maintain a supply of land available for commercial or industrial uses important for Longview's economic vitality consistent with the Economic Development Element.

**Goal LU-B** To ensure that the location and design of new development is appropriate in type, density, and location considering existing land use patterns, capacity of public facilities, natural characteristics of the land, and the vision of the community.

**Goal LU-E** To support existing businesses and provide an energetic business environment for new industrial and commercial activity providing a range of service, office, commercial and mixed uses.

### **Policy LU-E.1.1**

Preserve industrial land with good water, rail, and/or truck access.

### **Policy LU-E.1.3**

Ensure zoning regulations accommodate a range of allowable business and commercial uses in appropriate locations at the neighborhood, community and regional levels.

### **Policy LU-E.1.13**

Provide opportunities for water enjoyment uses such as mixed use commercial/office, retail, hotels/resorts, recreation, and other similar development offering opportunities for Longview citizens to enjoy its

waterfront, consistent with the Land Use Element and Shoreline Master Program.

**Policy ED-A.4.1**

Strive to preserve existing industrial land that is viable and attractive to new and existing industry.

**Policy ED-A.4.5**

Support the deepening of the Columbia River Channel, together with expansion of Port of Longview maritime and upland industrial site capabilities.

**Policy ED-A.7.1**

Promote residential and mixed-use development to attract retirees and workers from nearby metro areas.

**Policy ED-A.7.1**

Consider residential development in proximity to or with view of the Columbia River in the Barlow Point area.

Intent Statements

The Comprehensive Plan Map Intent Statements for the Mixed Use-Residential/Commercial and the Heavy Industrial classifications are given below.

**Mixed Use**

This classification is intended for areas that will promote an urban-style development with a mix of uses that commonly include commercial, office, and residential, with a strong emphasis on pedestrian connections. Strip commercial and residential development should not be allowed; instead, development should be focused into nodes or clusters. Mixed Use development may include permitted activities mixed within the same building or within separate buildings on the same site or on nearby sites. This classification should provide flexible development standards, which will ensure design compatibility between the site and the development, as well as between the development and the surrounding area. Three Mixed Use Designations (Residential/Commercial, Commercial/Industrial, and Office/Commercial) are described below.

**Residential/Commercial**

This designation is intended to encourage an integration of residential, village style commercial, waterfront commercial, and office uses under a planned development process, which encourages creativity in site planning by allowing flexibility in lot and building arrangements and a mix of uses. “Village-style commercial” is intended to mean locally oriented retail, restaurants, and services that are placed in a node rather than in a strip, and that are designed in a pedestrian friendly, human scale character. Large-

scale developments containing only single uses are discouraged within this classification.

### **Heavy Industrial**

This classification recognizes areas currently used or suitable for heavy industry because of good vehicular access, rail access, waterfront access, or proximity to existing heavy industry. Heavy industrial uses tend to involve processing of natural and manmade materials into finished goods for sale, and may take place in interior and/or exterior settings. Uses in this district may require some handling of hazardous or flammable materials, may require outdoor storage, and may create some external emissions of noise, odor, glare, vibration, etc., but these are largely contained on-site, and, where possible, such uses are buffered from sensitive land uses. The heavy industrial classification recognizes areas for such uses as those listed below:

- manufacturing and fabrication,
- warehousing and storage,
- wholesale distribution,
- product processing and packaging,
- energy production, and
- shipping.

Compatible uses that directly serve the needs of other uses permitted within the district are also allowed.

### **STAFF DISCUSSION**

The subject properties are zoned Heavy Industrial. As such, they can be developed for heavy industrial uses whether the Port's Comprehensive Plan map amendment is approved or not. This will continue to apply unless there is a zoning map amendment.

The question becomes whether the City should continue its policy that the subject properties should eventually be developed for residential/commercial mixed use. Since the Port purchased the property and is actively engaged in developing a master plan, the question seems moot for the 60± acres of Port property in the proposed amendment area. Although there is disagreement on what type of industries should locate along the riverfront, there seems to be an overall agreement that new jobs resulting from Port expansion are welcome.

The Port-owned land comprises 60± acres of the 136± acres of the proposed Comprehensive Plan map amendment area. Two other property owners, Barlow Point Land Company and Longview Property, possess the remainder of the proposed amendment area (76± acres). Their land is located between the Port property to the south and the City limits to the north. Once the Port land is developed, this property will be adjacent to high-intensity port development. It is already adjacent to a land fill that is not compliant with monitoring and maintenance standards. These properties will also be

relatively expensive to develop since the area is not served by any street that meets urban standards and sanitary sewer lines are a substantial distance away.

The area to the north of the amendment area is outside of the City limits but within the City's Planning Area Boundary (PAB). This PAB area has a City Comprehensive Plan classification of Mixed Use-Residential/Commercial also. However, the Cowlitz County Comprehensive Plan 1976 classifies the property as Industrial-Heavy. The County zoning designation for the property is Heavy Manufacturing (MH) District. In addition, Cowlitz County is undergoing a Comprehensive Plan update process. Their Planning Commission has approved a draft and sent that on to the Board of County Commissioners for their review and approval. The County's draft Comprehensive map classifies the property as Economic Resource Land – Industrial. These factors bring into question whether the land is suitable for residential/commercial development.

Because of the County Comprehensive Plan classification and their zoning designation, the PAB property could currently be developed into industrial use. In that case, Barlow Point Land Company and Longview Property lands would be impacted by industrial type development on three sides.

This year the City is beginning a process to update the 2006 Comprehensive Plan. There will be substantial discussion on whether the Mixed Use-Residential/Commercial classification should remain or whether the City should join the County in classifying the property for future industrial use.

### **STAFF FINDINGS**

Staff has examined the merits of the petition to amend the City of Longview Zoning Map for the subject properties, and has made the following findings:

1. Since the Mixed Use-Residential/Commercial Comprehensive Plan classification was established, the situation in the Barlow Point area has changed. The Port of Longview has acquired 275 acres of land and is developing a master plan to convert the land to high-intensity port facilities.
2. On three sides of the proposed amendment area, either the City or County Comprehensive Plans have classified those neighboring lands for heavy industrial use. The fourth side is the Columbia River.
3. Because of the location of the proposed amendment area, it is more suitable for industrial use than residential/commercial use.
4. The proposal will make the Comprehensive Plan Map and the Zoning map consistent with each other.

### **STAFF RECOMMENDATION**

Staff recommends that the planning Commission forward a recommendation of approval to the City Council for the proposed Comprehensive Plan Future Land Use Map amendment.

**EXHIBITS**

- A. Map showing proposed amendment area
- B. Application
- C. SEPA documents.

*Staff Report Date: August 26, 2015*