

# Chapter 2. Land Use

## Introduction

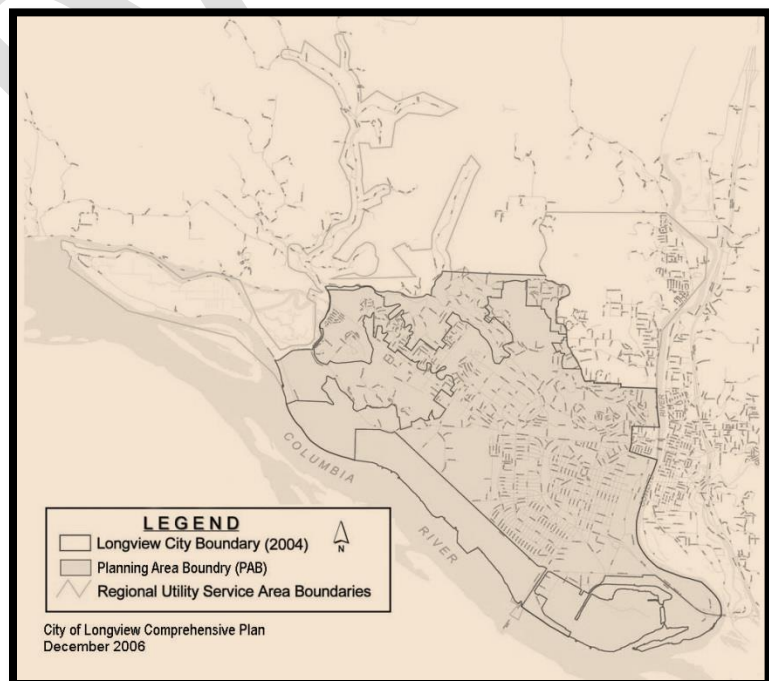
This chapter, in concert with other comprehensive plan elements, proposes land-use patterns intended to promote cohesive neighborhoods; provide employment opportunities; set aside land for parks, open space, and civic uses; provide for pedestrian and vehicular connections; and protect critical areas. Land-use provisions seek to balance land uses in a way that reflects Longview's vision.

The original planned layout of Longview, together with zoning developed in the 1930s, made for a separation of land uses in most parts of the city – residential neighborhoods separated from business areas – except for downtown, which is characterized by traditional mixed uses (retail on the ground floor and residential or office uses in upper stories). The early development pattern is still visible today, particularly in the city's core, where wide, spoke-like boulevards emanate from the Civic Center out to the stable historic neighborhoods with interconnected streets in a grid pattern.

## Existing Conditions and Trends

Contemporary development in Longview exhibits a more auto-oriented, less pedestrian-friendly pattern along the city's major commercial and industrial corridors such as Ocean Beach Highway, Washington Way, and Tennant Way. Newer residential development has tended to include more cul-de-sacs and curvilinear streets rather than following a traditional grid approach. In the newer parts of the city, critical areas such as steep hillsides and wetlands dictate patterns of land use.

The planning area boundary (PAB) includes the already incorporated city limits but also defines the unincorporated area around Longview where urban densities of development are encouraged, because development in this area can be efficiently serviced by public sewer and water systems. The area is based primarily on the location and amount of potentially developable land to which sewer and water services are already provided or can be provided. The unincorporated PAB also forms the logical future annexation area. Within the



incorporated PAB, residential infilling of vacant lands is encouraged. For unincorporated lands within the PAB, the City should coordinate with Cowlitz County and special districts about land uses and service facilities. Sewer service to the furthest-reaching areas should be expected only over the long term.

The PAB is intended to define the area where urban densities of development are encouraged, because development in this area can be efficiently serviced by public sewer and water systems, and to guide development to that area in order to make more efficient use of public investments. In many cases, expenditures for public facilities have already been made. Outside the planning area, where urban services are not available and will not be needed for some time, a rural development scale is most appropriate.

### Land Consumption by Type

The portion of land in the PAB *that lies outside city limits* primarily consists of land in industrial uses (48 percent). This land includes industrially used, waterfront property owned by the Port of Longview. Single-family residential uses make up approximately 23 percent of the land within the planning area, and approximately 15 percent of the land is vacant. Other uses include multifamily, commercial, and public.

### Land Use Comparison Longview & Unincorporated Planning Area Boundary

Existing Land Use Category	Total Acres City + PAB	Total Acres PAB Only	% of Total PAB Only	Total Acres City Limits	% of total City Limits	% of Total City +PAB
<i>Single Family</i>	3,921	1,185	23%	2,736	34%	30%
<i>Multi-Family</i>	344	40	1%	304	4%	3%
<i>Commercial</i>	551	41	1%	510	6%	4%
<i>Industrial</i>	2,989	2,471	48%	518	7%	23%
<i>Public</i>	1,861	277	6%	1,584	20%	14%
<i>Farm/Forest Land</i>	420	324	6%	96	1%	3%
<i>Vacant</i>	2,988	774	15%	2,214	28%	23%
<b>TOTAL</b>	<b>13,074</b>	<b>5,112</b>	<b>100%</b>	<b>7,962</b>	<b>100%</b>	<b>100%</b>

Source: Cowlitz-Wahkiakum Council of Governments, 2016

Industrial land uses take up seven percent of the acreage within the city limits and 23 percent of the acreage within the entire PAB. Single-family residential use consists of approximately 34 percent of the land within the city and 30 percent of the entire PAB. Commercial uses are more common within the city limits, as would be expected, as is multifamily residential development. The already incorporated area houses the bulk of public land within the PAB, which represents 20 percent of land within the city and 14 percent of land within the entire PAB. The share of vacant land within the city (28 percent) is proportionately much greater than the lands surrounding the city (15 percent).

Some parts of unincorporated Cowlitz County are not currently zoned, including area within the

PAB. Of the 5,112 acres outside of the current city limits but inside the PAB, only 1,666 acres have a zoning designation. The following table summarizes the lands within the PAB that are zoned.

### Acreage by Zoning District

Zoning District	Total Acres	% of Zoned Area
Central Business District	147	1.5%
Civic Center District	69	0.7%
Country Club District	274	2.8%
County Fairgrounds District	50	0.5%
Downtown Commerce	68	0.7%
General Commercial District	232	2.4%
Heavy Industrial District	1,946	20.2%
Light Industrial District	294	3.1%
Mixed Use - Commercial/Industrial District	494	5.1%
Neighborhood Commercial	10	0.1%
Office/ Commercial Dist.	101	1.0%
Regional Commercial District	80	0.8%
Residential District	5,217	54.2%
River Front District	54	0.6%
Traditional Neighborhood	593	6.2%
Total	9,628	100%

Source: Cowlitz-Wahkiakum Council of Governments, 2016

The table below shows the combination of the specific zoning designations into general use categories, demonstrating a fairly level split in land uses from 2006 to today.

### Comparison of Zoning Distribution, Pre- and Post-2006 Plan

Zoning Category	Acres	% of Zoned Area (Post-2006 Plan)	Prior to 2006 Comprehensive Plan
Residential	5,810	60%	60%
Commercial	1,131	7%	6%
Industrial	2,240	28%	30%
Other <sup>1</sup>	447	5%	4%
Total	9,628	100%	100%

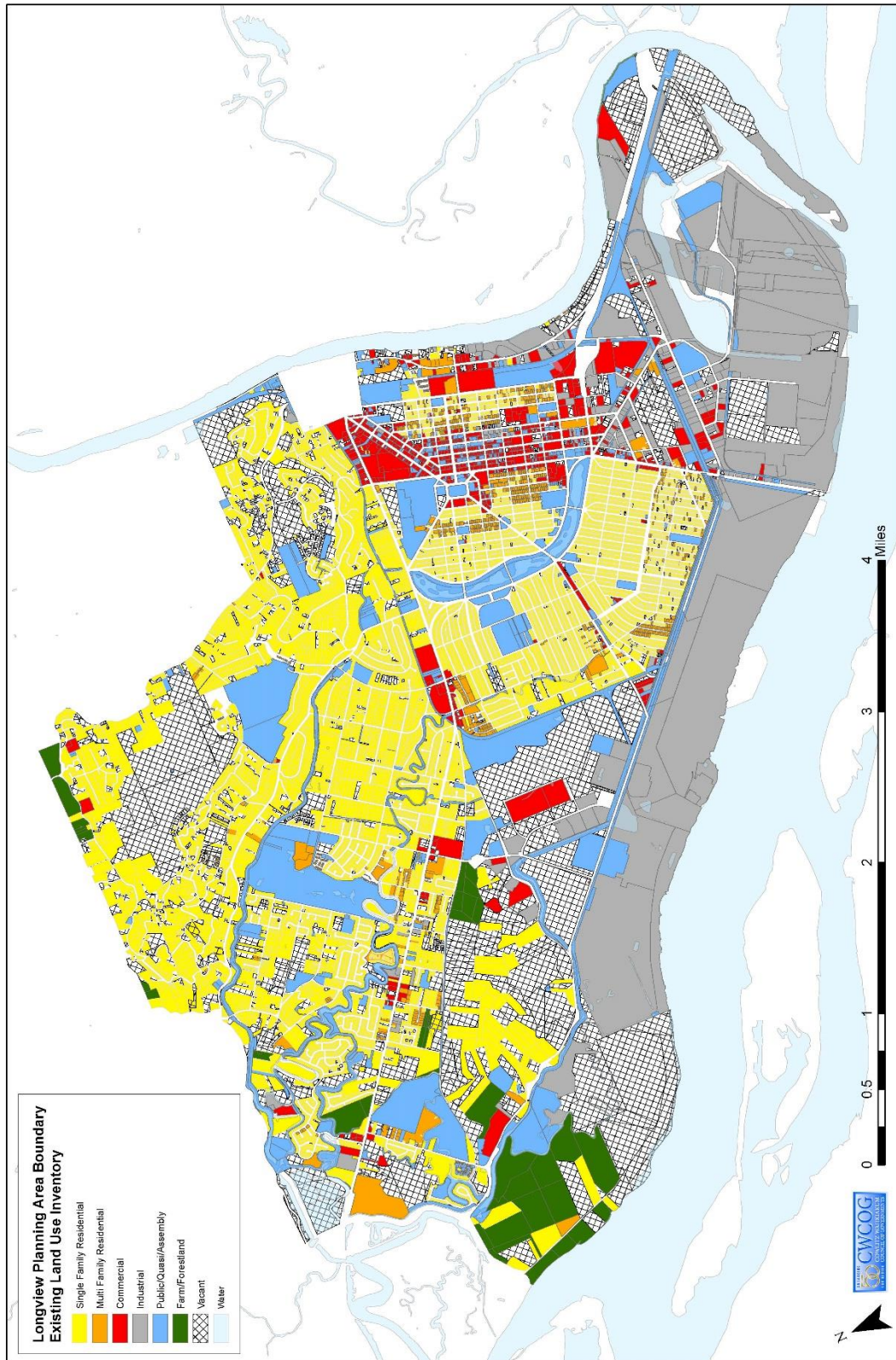
Source: Cowlitz-Wahkiakum Council of Governments, 2016

### Vacant & Underutilized Land

<sup>1</sup> Includes Civic Center; Country Club District; County Fairgrounds District; and Riverfront District.

There are 1,148 vacant parcels of land within the city limits totaling 2,214 acres. When factors that limit development are applied against this total acreage, this equates more closely to 841 acres within the city limits that would be developable. These factors, identified in the 2006 comprehensive plan, include the presence of critical or environmentally sensitive areas; land needed to support infrastructure such as streets, utilities, and other public services; and a market availability factor that essentially estimates the rate at which land is withheld from development during the 20-year planning horizon. When considering the entire PAB, there are 1,490 vacant parcels containing 2,988 acres; resulting in an estimated 1,135 acres of developable land when limiting factors are applied.

Among the vacant lands are 42 parcels (114 acres) owned by the City, an estimated 43 acres of which are developable.



## Developable Vacant Lands, Longview Planning Area

Vacant Land	City	Planning Area Boundary
Total Parcels	1,148	1,490
Total Acres	2,214	2,987
Critical Areas Factor (12 %)	266	358
Infrastructure/ Public Lands Discount Factor (25%)	553	746
Market Factor (25%)	553	746
Total Developable Acres minus 2006 Factors (38%)	841	1,135

Source: Cowlitz-Wahkiakum Council of Governments, 2016

The analysis below shows that just under half (48 percent) of developable vacant land in the city lies within residential zoning districts, while 40 percent lies within industrially zoned areas. The difference of 11 percent is found within commercial zones.

### Vacant & Developable Land Area within Longview

Zoning Categories	# Parcels	# Acres	# Developable Acres	% of Total Vacant Land
Residential	832	1,055	401	48%
Commercial	97	48	18	2%
Industrial	187	1077	409	49%
Total	1,116	2,180	828	100%

Source: Cowlitz-Wahkiakum Council of Governments, 2016

An analysis of underutilized lands was conducted. These are properties that are developed, but may not have been developed to their fullest potential under the current zoning. Parcels within the PAB were included where the improved value was 50 percent or less than the land value.<sup>2</sup> A total of 1,018 parcels containing over 2,557 acres was identified as underutilized.

This analysis looks at underutilized parcels by land-use category, as there is already some degree of use taking place. Properties that have extensive paved parking areas could be considered to be underutilized; however, such area may be needed for logistical purposes, particularly if located within an industrial area. There is approximately twice the number of acres of underutilized land as there is vacant land throughout the PAB which could be available to meet development needs.

<sup>2</sup> Same threshold used in the 2015 West Kelso Subarea Plan.

## Underutilized Lands, Longview Planning Area

Land Use Category	# of parcels	Total Acreage
Commercial	94	94
Farm/Forestland	45	379
Industrial	112	1,952
Multi-Family Residential	8	11
Single Family Residential	759	123
Total	1,018	2,557

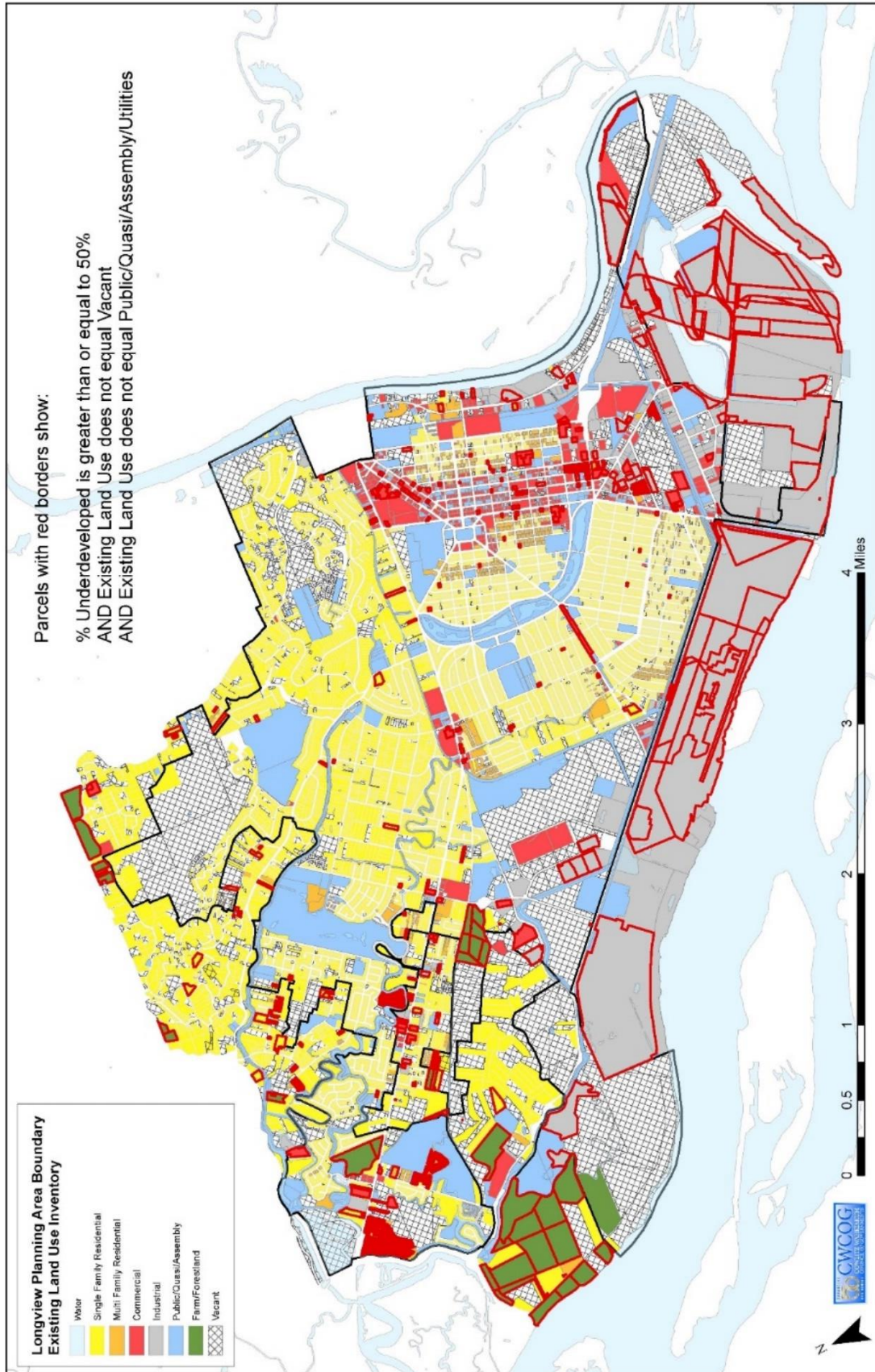
Source: Cowlitz-Wahkiakum Council of Governments, 2016

Of the 1,490 vacant parcels, 907 (61 percent) are equal to or greater than a quarter acre in size, with a mean parcel size of 3.2 acres. In combination, these parcels represent 2,906 acres. When looking at vacant acreage (not parcels), 97 percent of all vacant acreage is comprised of parcels equal to or greater than a quarter acre.

Of the 583 vacant parcels that are less than a quarter acre in size, the mean acreage is equal to 0.14 acre (about an eighth of an acre). Slightly more than 81 acres fall into this category. This means that about three percent of vacant land has very limited development potential simply due to parcel size.

The map on the following page shows patterns of underutilized lands throughout the PAB.







Another trend evident from the preceding tables and the adjoining map is that there is almost twice as much land designated for residential use as is actually used for residential purposes. While on first blush it may seem that the city has too much land designated as residential, many of these vacant residential parcels are very small. Some large vacant residential areas are surrounded by existing residential use and are not located on a major thoroughfare, making them unsuitable for other types of uses.

## **Longview Land-Use Issues**

The land-use focus is drawn from public outreach conducted in preparation for the 2006 plan update. Among the issues related to land use participants identified were:

- Providing for a diverse economic base including industrial, commercial, and office uses
- Ensuring availability and location of land for commercial uses to provide goods and services to the community and to attract and accommodate new commercial development
- Increasing the amount and variety of housing options, including development of high quality multifamily housing as well as a variety of low- and moderate-density housing types
- Promoting downtown redevelopment and mixed-use development to allow flexibility in the use of land and to allow complementary uses to be located close together or in the same building
- Allowing infill where homes or businesses are added in an established district on vacant or less developed lots, taking advantage of areas where infrastructure is already in place and where there are fewer environmental constraints
- Ensuring safe and convenient pedestrian, non-motorized, and motorized circulation
- Improving gateways and streetscapes
- Connecting to the waterfront

Below is a summary of additional planning issues identified, as well as issues pinpointed from recent discussions and literature review.

### **Quality of Life**

Longview has a number of assets that make it a livable community. The city's history and heritage, location along the Columbia and Cowlitz rivers, public parks and open space areas, existing amenities such as the Columbia Theater, excellent schools, and its presence as a regional hub are all aspects that community members extol.

However, the notion of enhancing the community's livability was also identified as vital to the city's economic health and well-being. Improving community safety; diversifying the economy; enhancing Longview's image; protecting natural resources; and maintaining attractive locations to live, work, and play were all identified as key to Longview's prosperity.

## **Neighborhood Connectivity and Circulation**

National surveys on consumer preferences show that people of all ages, from aging “boomers” to younger Gen Xers and even younger millennials, prefer to live in neighborhoods within easy walking or cycling distance of shopping, dining, and other activities. Responsiveness to consumer preferences is essential to revitalizing Longview’s neighborhoods and commercial districts. This typically requires an adjustment in both land use and transportation policy and practice. Longview’s transportation system is built upon the traditional grid system, offering lots of options to avoid congestion and providing unencumbered access to a variety of land uses and districts. The concept of “complete streets” is a way to maximize the grid system while providing an array of amenities that will accommodate transportation options and active living.

The newer residential subdivisions in Longview have tended to include more cul-de-sacs and curvilinear streets as opposed to the grid pattern seen in the older development in the city’s central core. This new development pattern has resulted in reduced neighborhood connectivity and longer traffic delays during peak periods. Efforts to enhance mobility are needed to improve neighborhood connectivity and include increased options for pedestrians, bicyclists, and motorists. This strategy includes developing land-use standards for new subdivisions and when opportunities arise in redevelopment that promote land-use patterns with a circulation system laid out in a fine-grained grid to maximize circulation opportunities, improve accessibility, minimize walking distances, and support pedestrian circulation. Grids have a large number of intersecting streets, thereby reducing the distance between trip origin and destination. Grid patterns also provide for a large number of alternative trip routes, allowing pedestrians and bicyclists to vary their routes for variety, safety, and convenience. When appropriate, new neighborhoods should be developed and older development retrofitted with an integrated system of trails and pedestrian ways that link schools, shopping centers, and other public facilities with residences.

## **Transportation Choices & Alternatives**

There is a need to provide opportunities for increased pedestrian activity, accommodate bicyclists, and improve transit services and access for transit users. Transportation choices will also improve neighborhood attractiveness, as demonstrated in national surveys that examine consumer preferences. Transit-oriented development can be developed around traditional transit with a rich menu of amenities and connections at densities generally accepted in smaller cities. This would need to focus on intersections or nodes of key regional corridors.

## **Corridor Improvements**

Improvements are needed throughout the city to manage traffic while ensuring pedestrian/cycling ease and safety along major corridors that experience higher volumes of traffic and accompanying reductions in speed. There is a need to manage access points along key arterials in order to improve mobility, reduce accidents, and provide safer access to businesses and residences.

## Freight & Goods Mobility

Longview's industrial heritage has resulted in a fairly significant number of at-grade rail crossings within a localized area, leading to congestion that will deteriorate further as freight rail movement increases to serve new or growing industry. This is particularly important for continued vitality and growth along the SR 432 (Industrial Way) corridor, SR 433 (Oregon Way) and the Lewis & Clark Bridge, and the development of Barlow Point by the Port of Longview as well as future vitality of the Mint Farm Industrial Park, both located within the SR 432 corridor.

## Future Development in Longview

### Residential

People face different housing needs at different times of their life. Providing a continuum of housing choices helps meet those changing needs, including housing for families, retired folks, young singles starting out in the job world, and students. Over the past 20 years, the city's population has grown, yet the type of housing options available to residents has remained relatively constant. Increasing housing options is important to meet the needs of existing and future residents.

- **Protecting and Enhancing Neighborhoods.** The City values and considers the protection and enhancement of its existing residential neighborhoods a high priority. Affordable housing stock has been lost due to redevelopment, and some of the established housing stock has been poorly maintained over time and needs renovation and maintenance.
- **Existing Housing Affordability Needs.** As identified in the housing element, personal income growth has trailed housing price growth. Since 2007, rents throughout the county have increased 20 percent, while incomes have increased only five percent. There are also needs for rental housing that accommodates larger families and for housing for very small households.
- **Future Needs.** Attracting and retaining younger families, single professionals, and retirees is an important concern for the City in its efforts to diversify its economy. This includes promoting and expanding downtown and non-downtown housing options.

The relative stagnation in housing options means that Longview should explore measures to increase the range of housing types to meet existing and future demand.

### Commercial, Mixed Use and Industrial Areas

Industrial, commercial, and mixed-use classifications represent a range of intensities, scales, and combinations of uses, depending on where they are located in the community and the purpose they serve. Longview's roots are based on its industrial foundation. About 40 percent of the city's vacant land lies within industrial zones, but only seven percent of land is used as industrial land. Most of the land with an industrial land-use classification is located along the waterfront and outside of the city limits but within the PAB. In the PAB, 48 percent of the land is designated industrial, and 40 percent of the overall land is vacant.

In 2006, approximately 1,200 acres of land previously designated as industrial in the comprehensive plan's future land-use map (FLUM) were reclassified to mixed-use or commercial use districts, which will allow for greater diversity of uses and flexibility. However, industrial uses remained a predominant use, at over 30 percent of the combined city limits and PAB area.

The land-use analysis indicates that approximately 11 percent of the city's commercially zoned properties are vacant, an increase from six percent ten years ago. Many of these are small parcels. The FLUM identifies the location of additional commercial land, including locations for regional, community-oriented, and mixed-use/neighborhood commercial uses. This expansion of commercial lands has occurred along major transportation routes through the city and/or adjacent to existing shopping centers.

The City intends to maintain a supply of commercial land that is focused in key areas or nodes rather than continuous commercial along arterials to help avoid sprawl, plan for services, and recognize the hierarchy of commercial centers. To help support downtown's central role, the comprehensive plan supports the downtown plan. The plan also supports incentives for redevelopment of existing commercial properties (e.g., Ocean Beach Highway) as important to the economic vitality and aesthetic appeal of this area.

### **Gateways**

Longview has designated gateways at major intersections into the City to provide opportunities for land uses and design appropriate to greet persons coming into the city. Special consideration should be given to the overall appearance and impression created for the city at these gateway locations as well as methods to take advantage of economically beneficial uses and features that may be appropriate at these locations. Since 2006, gateway improvements have been made along SR 432/Tennant Way. Ocean Beach Highway and SR 433/Oregon Way were also designated as city gateways in the 2006 plan.

Development of these gateways, along with improved streetscape standards, is important because they provide some of the most enduring visual impressions of Longview. Sameness and lack of visual distinctiveness to much of the city's gateways and corridors present an opportunity to strengthen Longview's image and identity. A positive visual image using design elements will contribute much to the overall positive impression that Longview can make as a city and an attractive place to live and work.

Longview should also develop and implement streetscape standards for public improvements and private development that further improve the impression people have of Longview. As a starting point, the streetscapes of major transportation corridors through the city should be attractively landscaped and should have appropriate unified signage to direct visitors and promote the city's attractions. Since 2006, the city has invested additional public dollars at a significant scale for streetscape beautification in downtown Longview, promoting pedestrian activity and treating the street as a place for people.

### **Waterfront Development**

The Columbia and Cowlitz rivers have historically been associated with waterfront industrial

uses. However, the City needs to identify means to leverage its proximity to the waterfront to encourage and develop opportunities for the public to access and enjoy the water, balanced with the need to enhance and protect the environmental qualities of the rivers and associated critical areas. Redevelopment efforts along the waterfront include identifying areas where a mix of housing, trails, open space, restaurants, and other designations can occur to create a stimulating and vibrant gathering place.

### **Interjurisdictional Cooperation**

As the largest city in Cowlitz County, Longview serves as the regional hub. Regional coordination is and will continue to be essential to the vitality of the Kelso/Longview region. Cooperative planning at the regional level addresses shared issues and solutions. Regional coordination has been identified as a key aspect of economic development efforts, environmental planning and restoration, and transportation system funding and improvement in the metropolitan planning area. Careful planning is also beneficial for providing future services in the PAB.

### **Emphasis Areas**

The City identified several areas or neighborhoods in and around the city for additional examination as part of the current comprehensive plan update. A series of public workshops was held in 2016-17 to evaluate stakeholders' visions for future land uses and policy options for these emphasis areas. Study area boundaries and summaries are included in Appendix XX.

It should be noted that a portion of the discussion among stakeholders focused on allowed land uses under the zoning in the immediate future, not necessarily the long-term outcome of a policy decision in context of the future land-use designation. Staff emphasized that a zoning code update is not part of the current comprehensive plan update; however, the distinction between the two was not well understood so discussion tended to overlap both. Stakeholder meetings were held on the former Westside Sewer Lagoons, Barlow Point, Highlands Neighborhood/Oregon Way, regional commercial district (36<sup>th</sup> Avenue/Ocean Beach Highway, and the SR 411/First and Third Avenue Corridor.

At each of the public discussions, citizens raised a variety of opinions and proposed direction. Public sentiment supported the long-term open space use of the Lagoons. As a major property owner of the property at Barlow Point, the Port of Longview focus on long-term job creation land use was predominant. No significant changes were identified for implementation along Oregon Way. A zoning district designed specifically for the Highlands neighborhood was suggested. The long-term protection of the 36<sup>th</sup> Avenue/Ocean Beach Highway area for major commercial development rather than a piece-meal approach was seen as the leading alternative. The discussion regarding the SR 411/First and Third Avenue Corridor also led to an approach without changes to the existing vision.



In its comprehensive plan update adopted in mid-2017, Cowlitz County added provisions related to cooperative planning and services within both the public services, facilities, and utilities and the plan implementation sections of its plan:<sup>3</sup>

**Goal PSFU 2:** Establish and/or assess inter-local agreements with municipalities and other entities to coordinate efficient provision of public facilities.

**Policy PSFU 2.1** Coordinate infrastructure and service planning with local jurisdictions to be consistent with city and county Service Areas and proposed Urban Growth Areas identified by cities within Cowlitz County.

**Policy PSFU 2.2** The Department of Public Works and the Department of Building and Planning should coordinate infrastructure planning to meet County development goals.

**Policy PSFU 2.3** Encourage joint planning for construction of linear infrastructure such as transportation, water, sewer, power, and telecommunications.

**Goal I 4:** Work with local jurisdictions to create as much consistency as possible across jurisdictional lines with regard to capital improvements, comprehensive plans, ordinances, and other policy documents.

**Policy I 4.1** Strive for consistency with the adopted plans of local jurisdictions when reviewing new ordinances, updating existing ordinances, developing policy, or amending the Comprehensive Plan.

**Policy I 4.2** Promote the establishment of inter-local agreements with other local jurisdictions, to help ensure proposed development near these jurisdictions is consistent with their planning for these areas.

**Policy I 4.3** Encourage the development and execution of regional planning efforts, particularly in regards to transportation planning, capital improvement planning, and connectivity of services.

Working through the County construct governed by these goals and policies, the City should collaborate with the County to gain formal recognition of an urban growth area for the unincorporated portion of the PAB and to engage in joint planning for land within it. Such efforts could include the following:

- Reaching agreement upon a desired future for the area. County adoption of land-use classifications that mirror the City's land-use plan and standards for the PAB to achieve the long-term community vision and avoid potential land use conflicts and compatibility issues, consistent critical area protection, and efficient provision of urban services.
- Coordinated planning and development review between the City and County within the PAB to provide greater predictability for property owners on how their properties may be used in the future.

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<sup>3</sup> Cowlitz County Comprehensive Plan 2017 Update. Cowlitz County, Washington.  
<<http://www.co.cowlitz.wa.us/DocumentCenter/View/12997>>. Accessed November 2, 2017.

## Annexation

The West Longview area near Ocean Beach Highway is considered one of the most likely areas where future annexation inquiries and requests will occur. Given past development trends and the potential for increased requests for annexation, joint planning with the County should proactively address issues that occur when annexation inquiries are made:

- Establishing a process for future annexation requests that includes consultation and coordination on the provision of urban services (e.g., water and sewer) to ensure consistency with the City's sewer and water plan.
- Analyzing the revenue impacts to other service providers once annexation occurs and Longview provides public services, such as fire protection and other public safety services.

## Future Land Use Map

The FLUM (Figure XX) classifies all land in the PAB into broad categories. The land uses delineated by the FLUM are generally distributed consistent with existing land use and zoning. However, some changes to the FLUM were made to better address the balance of commercial vs. industrially designated land, the availability of a variety of housing types, the relationship of land use and transportation and environmental constraints.

The following land-use designations indicate the existing predominant use and the mix of other uses deemed to be compatible, possible, and desirable as the city and urban area grow and change. The map must be used in conjunction with the goals, objectives, and policies contained in each element of the comprehensive plan. The FLUM is a representation of some of the goals, policies, and findings; and it defines the areas to which the land use goals, objectives, and policies apply. The Planning and Building Department displays the official land-use map on which amendments and updates will be shown.

In addition to the general explanation of the FLUM, specific descriptions of each classification are given below to show the intent of the FLUM.

### Districts

The following section provides a description of each land use category included on the FLUM. These land-use categories provide a broad description of land use and development type. These descriptions, along with the following goals, objectives, and policies, provide direction for the use and development of the land within Longview, which are implemented through development regulations adopted by the City. The land-use planning choices made in the FLUM will serve as the basis for any property rezoning and for amendments to the City's zoning ordinance (LMC Title 19).

#### *Low Density Residential*

The low-density residential classification designates areas intended primarily for single-family dwellings. Manufactured housing parks designed according to firm standards for screening, buffering, parking, recreational area, distance between units, and other matters may be appropriate

when deemed compatible with adjacent property by the City or County planning commissions and local legislative bodies. Home occupations may be acceptable. The recommended density is up to six dwelling units per gross acre.

#### *Traditional Neighborhood Residential*

The Traditional Neighborhood Residential classification is characterized by predominantly residential uses, by a grid pattern of streets with sidewalks and may include alleys. This classification allows residential dwellings that are designed to contribute to the harmony and pedestrian orientation of a street or neighborhood. This classification accommodates individual dwelling units located on a single lot in a fashion that may allow reduced lot size, reduced or eliminated setback and street frontage requirements, and zero lot-line or common wall construction in order to provide design flexibility and produce a more desirable living environment in areas where it is desirable to preserve open space, sensitive areas, and difficult terrain.

Housing types include single-family houses on small lots, second units, cottage clusters, and courtyard housing. Townhouse development may be allowed with approval of a planned unit development. Design standards will be prepared for each housing type to ensure that development successfully contributes to the street and neighborhood and minimizes potential negative impacts. Residential densities within the Columbia Valley Garden neighborhood should range between six and eight units per gross acre; other areas with this classification will have densities that range up to 12 units per gross acre.

#### *Medium Density Residential*

This classification provides for a mixture of housing unit types, including single-, two-, three-, and four-family dwellings; townhouses; or clusters thereof. The classification is also intended to apply to planned unit developments having a mixture of housing unit types and limited commercial land uses. Development should incorporate safe, attractive, and continuous connections and walkways for travel and access by foot at a human scale as an integral part of its overall layout and design.

Development adjacent to lower density uses should incorporate elements in the site design and building design to soften its impact and to result in a compatible transition. Multi-family development should incorporate provisions for transit service and pedestrian and bicycle access. Manufactured housing parks designed according to firm standards for screening, buffering, parking, recreational areas, distance between units, and other matters may be appropriate when deemed compatible with adjacent property by the City or County planning commissions and local legislative bodies. Home occupations may be acceptable. The recommended density is up to 18 dwelling units per gross acre.

#### *High Density Residential*

This classification provides primarily for multi-family dwellings of more than four units. Multi-family development adjacent to lower density residential uses should incorporate elements in the site design and building design to soften its impact and to result in a compatible transition. Multifamily development should incorporate provisions for transit service and pedestrian and bicycle access. Manufactured housing parks designed according to firm standards for screening,

buffering, parking, recreational areas, distance between units, and other matters may be appropriate when deemed compatible with adjacent property by the City or County planning commissions and local legislative bodies. Some home occupations may be acceptable including some professional offices. The recommended density is up to 25 dwelling units per gross acre.

### *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.

### **Commercial/Industrial**

This designation is intended to allow low intensity industrial uses, including light manufacturing, warehousing and distribution, research and development, and regional commercial services. Commercial uses should be compatible to and complement low-intensity industrial uses and provide a convenient business environment for employees and visitors. High quality employment facilities are encouraged, such as corporate office headquarters and technology centers.

### **Office/Commercial**

This designation accommodates commercial and personal service establishments of a citywide or regional nature. In the area designated Office/Commercial immediately south of the Central Business District (CBD), public and private health care facilities, including continuation of care residential uses, offices, and similar professional services are appropriate types of uses. At the confluence of the Cowlitz and Columbia rivers, development along portions of the city’s shoreline areas should focus on commercial and office uses compatible with the shoreline, such as water-oriented uses.

### *Central Business District*

The CBD is the commercial area which is, shall be maintained, promoted as, and redeveloped as a major retail, service, financial, professional, and cultural center if not also the regional retail trade center for the Longview-Kelso urban area and vicinity. This area shall be developed and redeveloped with a dense, highly intensive land use pattern focusing on high quality, urban style

of development and architecture. This land-use designation recognizes the downtown and Triangle Shopping Center as areas of special concern to the City because of their importance and potential in maintaining the community's long-term economic viability and cultural attractiveness. Encouraged uses, activities, and structures include but are not limited to the following:

- large department stores;
- smaller retail stores;
- service, financial, insurance, real estate, and professional outlets and offices;
- municipal and private shared parking garages and lots;
- pedestrian malls and plazas;
- performing arts and other entertainment and cultural facilities and activities;
- hotel, motel, and conference or convention centers;
- transportation terminal;
- mixed use projects;
- upper story residential uses; and
- pedestrian walkways linking key facilities.

Pedestrian, bicycle, and transit access is emphasized to ensure that this area is walkable. Discouraged uses are those that are land consumptive, such as warehouses, automobile sales lots, and individual business parking lots and thus diminish the area's compactness and convenience as an integrated shopping goods and services area. Uses that are strictly automobile access-oriented, such as drive-in restaurants and gas stations, as opposed to pedestrian oriented, are discouraged in the downtown portion of the CBD.

#### *Regional Commercial*

The Regional Commercial classification is characterized by development that typically contains a mixture of high intensity uses including regional shopping (e.g., general merchandizing, big box, full-line department stores, apparel, variety, food service), offices, professional services, entertainment facilities, and hotels.

Development in an area classified as Regional Commercial may include a variety of stores under one roof or may consist of freestanding structures. The amount of floor space in regional centers usually exceeds 300,000 square feet, reflecting a market area designed to serve a population of at least 40,000. Redevelopment and infill development are encouraged. The design of all development should provide a transition when adjacent to lower intensity uses. Regional Commercial areas are typically oriented primarily to automobile traffic; however, their design should include adequate facilities for pedestrians, bicyclists, and public transit.

#### *Community Commercial*

The Community Commercial classification recognizes activity centers that serve the day-to-day needs of the community as well as the surrounding neighborhoods and residential areas but that are less intense than regional commercial areas. When near or adjacent to residential areas, development in the Community Commercial areas are typically anchored by a grocery store, with supporting establishments including, but not limited to variety, drug, and apparel stores; and



personal service establishments such as beauty shops and restaurants. In nonresidential areas, Community Commercial tends to be small businesses that serve the surrounding businesses, their employees, and visitors. Community Commercial development should be at scales and intensities that make them generally compatible with surrounding neighborhoods. Facilities should be designed to permit pedestrian, bicycle, and transit access, as well as automobile traffic.

#### *Neighborhood/Convenience Commercial*

Neighborhood/Convenience Commercial should be relatively small, compact areas located throughout the city that provide goods and services for the immediate neighborhood. These areas provide goods and services sought routinely and regularly, generally more on the basis of convenient location than price. Encouraged uses are small groceries and “mini-marts”; gas stations; beauty and barbershops; small restaurants; and small drug, gift, and variety stores. Discouraged uses include large discount or variety department stores and fast food restaurants. Development in Neighborhood/Convenience Commercial areas should be oriented primarily to pedestrian access. Uses in the Neighborhood/Convenience Commercial are intended primarily to serve local residential neighborhoods; the uses permitted are the least intense of the commercial spectrum and are limited to those that do not generate substantial volumes of traffic. This category should also allow for residential uses, when included as an integral component of the commercial development.

#### *Light Industrial*

The overall intent of the light industrial designation is to provide for low-intensity manufacturing, assembly, industrial services, distribution, storage, and similar uses that are conducted with minimal adverse impact on the environment and the general community. Light industrial uses tend to involve assembling and manufacturing of products from previously prepared material. Uses allowed in this district are generally contained within buildings. Compatible uses that directly serve the needs of other uses in the district or nearby districts are also allowed. The light industrial classification recognizes areas for such uses as those listed below:

- light manufacturing and fabrication;
- warehousing and storage;
- wholesale distribution;
- product processing and packaging;
- construction and contracting operations;
- heavy equipment and truck sales, service, and repair;
- feed and seed stores;
- building material wholesale and retail sales;
- laboratory and research operations;
- veterinary offices and clinics requiring outside animal runs; and
- offices and institutions serving industrial workers.

#### *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.

#### *Civic Center*

This designation recognizes the historical function of the R.A. Long Park hub as the “town square” and site of some of the city’s original buildings. Encouraged uses include public and quasi-public offices and facilities, professional offices, hotels, and multi-family dwellings.

#### *Public/Quasi Public/Institutional*

This classification is merely intended to note most major facilities and tracts that are in public or quasi-public ownership or are operated for a purpose benefiting the public. It includes public parks, public schools, the community college, the library, governmental buildings, major utility stations, cemeteries, hospitals, and golf courses. Church properties are not differentiated, although they are usually considered a public/quasi-public use.

**PLACEHOLDER: INSERT FUTURE LAND-USE MAP**

DRAFT

# Land-Use Goals, Objectives, and Policies

## Development Balance

**Goal LU-A** Establish an enduring vision of land development that encourages an orderly, efficient, and beneficial balance between business, residential, and other land uses.

**Objective LU-A.1** Provide a cohesive framework for land development in Longview.

**Policy LU-A.1.2** Provide a variety of residential zoning districts at different densities to meet the needs of all economic segments of Longview's population.

**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 chapter.

**Policy LU-A.1.4** Integrate non-residential uses such as governmental, utility, religious, social, and other institutional uses into the residential environment where appropriate to create a quality community which has a full range of facilities and services.

**Policy LU-A.1.5** Assure compatibility of new development's siting, design, and scale with the surrounding natural and built environment.

**Policy LU-A.1.6** Facilitate redevelopment of existing developed land when appropriate, and encourage infill development on vacant or underdeveloped land.

**Objective LU-A.2** Thoroughly review and, as necessary, update the comprehensive plan at least every seven years.

**Policy LU-A.2.1** As part of plan updates, reevaluate and adjust land-use policies based on such information as household and employment forecasts, Census data, economic analyses, case law, and statutory or regulatory changes at the state and federal level, as appropriate.

**Policy LU-A.2.2** Identify complementary zoning when considering amendments to the future land-use map, and process changes to both maps simultaneously so that zoning remains consistent with the identified future land use. Assure that any site- or area-specific requests for rezones conform to the future land-use map.

**Policy LU-A.2.3** Enable discrete amendments initiated outside of the periodic review and update, whether by the City or a private individual, to proceed on a standalone basis using the established amendment process.

- Objective LU-A.3** Follow routine comprehensive plan updates with a thorough review and update of development regulations to assure they are driven by and in harmony with policy decisions embodied in the plan.
- Policy LU-A.3.1** During the formative stages of plan updates, identify and docket corresponding code amendments necessary to achieve conformance with the plan.
- Policy LU-A.3.2** Fund a regular and predictable work program to review and update regulations in concert with plan updates.
- Policy LU-A.3.3** Consider and facilitate the following when updating regulations:
- preservation of historic and natural features;
  - connectivity, including pedestrians and motorized/non-motorized transportation;
  - creation/retention of usable open space and community space and facilities; and
  - high-quality design and development.
- Objective LU-A.4** Promote awareness of the comprehensive plan's role in driving zoning and regulatory choices and public policy and investment decisions.
- Policy LU-A.4.1** Maintain an up-to-date copy of the comprehensive plan on the City's website.
- Policy LU-A.4.2** Incorporate a robust public outreach and participation effort into the periodic plan review and update process.

## **Compatibility**

- Goal LU-B** 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 community preferences.
- Objective LU-B.1** Develop an integrated site plan review process to ensure that new development and substantial redevelopment are consistent with zoning regulations and the comprehensive plan.
- Policy LU-B.1.1** Inasmuch as possible, streamline the review process so as to avoid unnecessary delays or add substantially to the cost of applying.
- Objective LU-B.2** Convert the City's process for quasi-judicial land-use decision making from a citizen board (Appeal Board of Adjustment) to a hearing examiner structure.
- Objective LU-B.3** Provide for Light Detection and Ranging (LiDAR) mapping to improve upon the quantity and quality of critical areas data available to developers and property owners in planning for private development and for public sector uses.



**Policy LU-B.3.1** Seek partnerships and funding to facilitate completion and maintenance of LiDAR mapping within Longview.

**Objective LU-B.4** In conjunction with the Highland Neighborhood Plan, consider developing a zoning district specifically for the Highlands neighborhood.

## Urban Design

**Goal LU-C** Ensure that development is of high-quality design; is serviced by a safe and convenient pedestrian, bicycle, and vehicular circulation system; has adequate parking, landscaping, and screening; and that signs that are in scale and complement a district's character.

**Objective LU-C.1** Develop and adopt a system of preferred future street connections to improve citywide circulation.

**Policy LU-C.1.1** Ensure that streets, sidewalks, and pedestrian or bike paths are arranged as an interconnecting network. Limit the use of cul-de-sacs. A grid or "flexible grid" pattern of streets and pathways, with a hierarchy of widths and corresponding traffic volumes, should be used. Modify the grid pattern where necessary to accommodate topographical/environmental constraints.

**Objective LU-C.2** Develop a public signage and wayfinding system throughout the City that reinforces the identity of Longview and its distinct neighborhoods.

**Objective LU-C.3** By 2021, develop conceptual streetscape plans for:

- Washington Way between Ocean Beach Highway and the Civic Center
- 15<sup>th</sup> Avenue between Washington Way and Tennant Way
- California Way between Tennant Way and Industrial Way
- Beech Street extension between Oregon Way and California Way

**Objective LU-C.4** By 2021, establish a streetscape policy that specifies allowable surface material treatments within the planter strip area of public rights of way.

**Objective LU-C.5** By 2021, adopt a streetscape code that requires streetscape improvements within the public right of way when adjacent properties develop or redevelop.

**Objective LU-C.6** Develop comprehensive citywide landscaping requirements in conjunction with streetscape and stormwater standards.

**Policy LU-C.6.1** Consider the balance of aesthetics and affordability in applying landscaping requirements.

**Objective LU-C.7** Develop comprehensive citywide sign regulations that provide for business visibility and impact while enhancing the city's visual character.

**Policy LU-C.7.1** Substantially involve the business community in developing thoughtful, workable regulations.

- Objective LU-C.6** Examine adoption of building standards for “green” buildings or certified homes/remodels, and incentive programs in partnership with the PUD.
- Objective LU-C.7** Work with transit providers to develop code standards and requirements for mass transit infrastructure.
- Objective LU-C.8** Develop a strategy to address emerging alternative transportation issues such as self-driving and alternative fuel vehicles.
- Policy LU-C.8.1** Encourage the development of attractive gateways at all principal entry points to the City consistent with the Economic Development Element. (See Figure 2-1)
- Policy LU-C.8.2** Ensure that private development, public facilities, and corridor improvement projects provide sidewalks (on both sides where possible) along streets. Install curbs and gutters along arterials, collector streets, and local streets to enhance pedestrian safety and control surface water runoff. Allow for use of low-impact development techniques in keeping with established regulations.
- Policy LU-C.8.3** Include clear and ample walkways from street sidewalks and parking areas to building entrances as well as within and between developments as a part of site design review.
- Policy LU-C.7.4** Whenever new streets are constructed or new utilities are added to existing streets, place overhead utilities underground whenever possible given the type and nature of the service line and geographic considerations.
- Policy LU-C.7.5** Use a combination of architectural design and landscape elements to create a scale of development that is inviting to pedestrians and passersby.
- Policy LU-C.7.6** Use site design, landscaping, and appropriate lighting to reduce the visual impact of parking lots upon adjacent areas.
- Policy LU-C.7.7** Require public and/or private open space to be incorporated into new development to provide for active and passive recreation; separation between potentially conflicting uses; preservation of critical areas; and adequate light, air, and privacy.
- Policy LU-C.7.8** Allow for flexibility in building and site design to accommodate urban density of development consistent with the underlying zoning district when well-designed and functional open space is incorporated into the project’s design.
- Objective LU-C.8** Develop crime prevention through environmental design (CPTED) standards for commercial and industrial zoning districts.
- Policy LU-C.8.1** Require new development to address CPTED standards while giving the property owner discretion in what methods are implemented.

## Healthy Communities

**Goal LU-D** Promote social equity and health goals in land-use planning.

**Objective LU-D.1** Seek a rising standard of living for all Longview residents.

**Policy LU-D.1.1** Lower barriers to equal access to civic, educational, economic, and social opportunities for low-income and special needs populations.

**Policy LU-D.1.2** Support programs that provide workforce development and educational opportunities for residents.

## Neighborhood Preservation and Renewal

**Goal LU-E** Maintain stability and improve the vitality of neighborhoods by adhering to and enforcing established land-use regulations.

**Objective LU-E.1** Develop regulations to govern infill in residential areas with large lots.

**Policy LU-E.1.1** Conduct substantial public outreach to assist in developing thoughtful, workable infill regulations designed to minimize adverse impacts.

**Policy LU-E.1.2** Identify areas characterized by lots with greater depth than width, where rear portions of property could host infill.

**Policy LU-E.1.3** Consider private road standards to facilitate infill development at the rear of already-developed properties.

**Policy LU-E.1.4** Encourage a variety of residential site and building designs that are compatible and consistent with surrounding development.

**Policy LU-E.1.5** Identify potential infill and redevelopment layouts that would be suitable for long, narrow properties in the vicinity of Ocean Beach Highway.

**Objective LU-E.2** Develop a neighborhood plan for the Highlands Neighborhood that guides the creation of a zoning district specific to the neighborhood.

**Policy LU-E.2.1** Consider a zoning district that allows for higher development densities than currently exist but seeks a balance with maintaining housing affordability.

**Objective LU-E.3** Continue inventorying all potential historic sites in residential areas for future historic registration.

**Policy LU-D.2.1** Encourage the maintenance and updating of the City's older housing stock, so that neighborhoods are well maintained and existing housing is preserved, updated, or modified to meet the evolving needs of residents.

**Policy LU-D.2.2** Support and coordinate programs to prevent the deterioration of existing structures and public facilities. These may include matching grants or neighborhood improvement projects sponsored by the City.

**Policy LU-D.2.3** Recognize the role of mobile and manufactured housing as an important component of Longview’s single-family housing stock by allowing for their continuation in zoning regulations and by providing flexible and effective development regulations that will allow the upgrading and modernizing of existing mobile home parks.

**Policy LU-D.2.4** Provide regular and appropriate levels of investment in streets, surface water, parks maintenance, and water and sewer facilities within residential neighborhoods, consistent with the City’s capital improvement priorities. Maintain infrastructure within residential neighborhoods consistent with adopted service and capital improvement plans.

**Objective LU-D.3** Amend the Longview Municipal Code Title 19 – Zoning to provide regulations and standards that allow for a wide range of housing choices to meet the changing needs of the community. Consider allowing for project phasing or “shadow plats” where the first use of the land is at very low densities but arranged in a manner to allow future development when the demand is there.

**Policy LU-D.3.1** Identify single-family dwellings as the principal use in the City’s established low-density residential districts. Allow for secondary uses that are compatible with a single-family character.

**Policy LU-D.3.3** As appropriate to the district, support the development of incentives for mixing of housing types, clustering around open space, and infilling of vacant land.

**Policy LU-D.3.4** Residential density bonuses should be allowed in instances such as planned unit developments that combine excellence in design with housing affordability, preserve critical areas and provide usable open space, or meet other important community objectives.

**Policy LU-D.3.6** Promote housing in the upper stories of downtown buildings and in other areas that are appropriate for mixed uses.

**Policy LU-D.3.7** Allow home occupations that are compatible with residential uses.

**Policy LU-D.3.8** New multifamily land use classifications should be applied as follows:

- a. located in or abutting areas already containing multi-family uses; or
- b. in or next to Central Business, Regional or Community Commercial Districts or more intensive institutions;
- c. located in areas offering unique amenities such as in Downtown or along the Cowlitz and Columbia River waterfronts; or
- d. along arterials where access consolidation and transit are available.
- e. In all cases, existing or planned transportation capacity should be adequate to accommodate projected travel demand according to City standards.

**Policy LU-D.4.2** Encourage and promote flexible design techniques for residential developments such as lot clustering, flexible setback requirements, and mixing attached and detached housing to achieve design variety and housing choices.

**Policy LU-D.4.3** Ensure that multi-family residential developments are designed to provide both common open space and private open space for each dwelling unit.

## **Industrial, Commercial, and Mixed-Use Areas**

**Goal LU-F** 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.

**Objective LU-F.1** Review the Civic Center, Country Club, and Riverfront District zoning for appropriateness and adequacy.

**Policy LU-F.1.1** Maintain the area classified as civic center on the future land-use map as a principal site for government and professional offices.

**Objective LU-F.2** Continue inventorying all potential historic sites in commercial and industrial areas for future historic registration.

**Objective LU-F.3** Update the sign code to conform with case law while enabling signage that serves the needs of commercial and industrial businesses.

## **Annexation and Joint Planning**

**Goal LU-G** Coordinate planning and decision making between the City, Cowlitz County, and other urban service providers in matters relating to urban services and development, ensure that annexations to the City of Longview meet development and growth needs, create reasonable service areas for city services, and form logical extensions of city boundaries.

**Objective LU-G.1** Collaborate with Cowlitz County to develop an urban growth agreement.

**Policy LU-G.1.1** Establish a mutually agreed-upon Planning Area Boundary that establishes future annexation areas.

**Policy LU-G.1.2** Identify an avenue of coordination between the City and County as lands within the Planning Area Boundary are developed prior to annexation.

**Policy LU-G.1.3** Require unincorporated areas or new developments contiguous to city limits and within the Longview PAB who request City sewer or water service to annex to the City before extensions will be granted.

**Policy LU-G.1.4** Require that unincorporated areas or new development requesting connection to City sewer and/or water systems that are not contiguous to City limits but are within the City's sewer and/or water service area and the Longview PAB enter into an agreement with the City requiring future annexation when adjacent or nearby properties come into the City. Such agreements should be recorded against the affected properties.

**Policy LU-G.1.5** Condition annexations, as appropriate, on capital improvements or building improvements being made by the property owners or other requirements deemed appropriate by the City.

**Policy LU-G.1.6** Owners within an annexing area should expect to contribute to capital improvements serving the area and to assume a portion of City indebtedness upon annexation.

**Policy LU-G.1.7** Encourage and promote the consolidation and regularization of city limits in the general area of West Longview along Ocean Beach Highway.

**Policy LU-G.1.8** Identify a future land-use designation and zoning for areas that the city might reasonably expect to annex in the future, to become effective simultaneously with annexation.

**Objective LU-G.2** Collaborate with City of Kelso and Cowlitz County to identify appropriate land-use regulations for the airport influence area associated with Southwest Washington Regional Airport that overlays the three jurisdictions.