

Longview Comprehensive Plan Update

Land Use Trends & Issues

Longview Land Use Trends

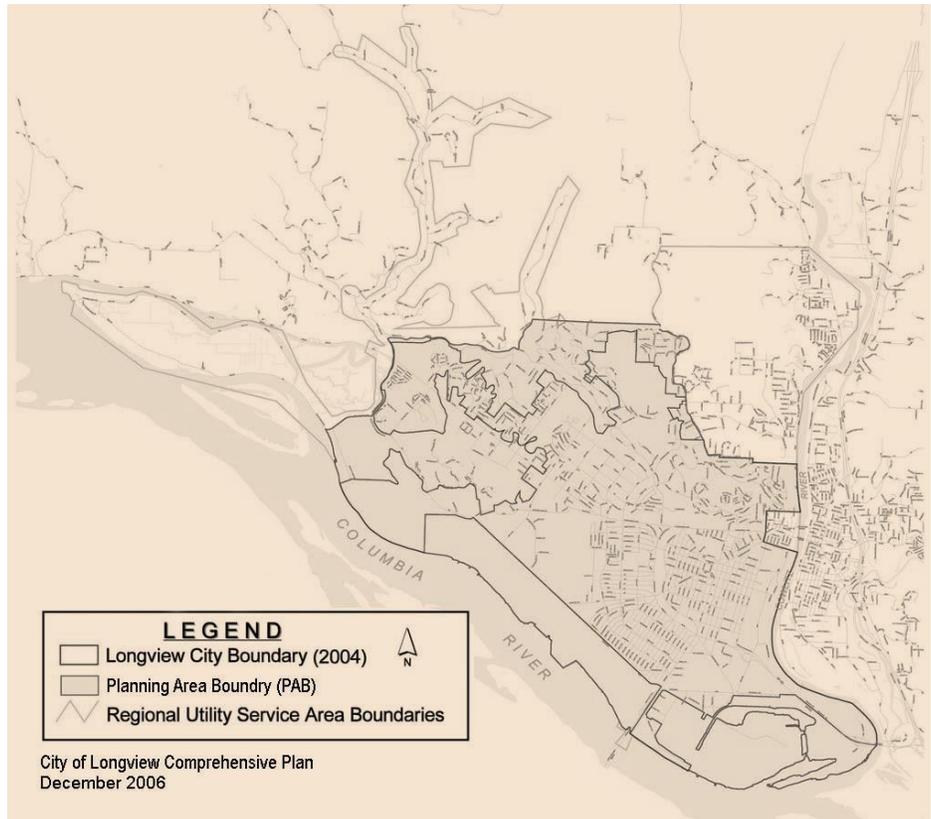
The Land Use Element, in combination with other elements of the Comprehensive Plan, proposes land use patterns that will promote cohesive neighborhoods, provide employment opportunities, set aside land for parks, open space and civic uses, provide for pedestrian and vehicular connections, and protect critical areas. The Land Use Element establishes a balance between land uses that reflects the vision of Longview.

Longview’s planned layout and zoning developed in the 1930s provided for a separation of land uses in most areas of the City—residential neighborhoods separated from business areas—except Downtown, which contains traditional mixed uses characterized by retail on the ground floor and residential or office uses above. The resulting fine-grained development pattern is still visible today, particularly in the core of the City, where wide boulevards emanate spoke-like from the Civic Center out to the stable historic neighborhoods with interconnected streets in a grid pattern.

Recent development exhibits a more auto-oriented development, less pedestrian-friendly pattern along the major commercial and industrial corridors in the city, such as Ocean Beach Highway, Washington Way, and Tennant Way. Likewise, new residential

development has tended to include more cul-de-sacs and curvilinear streets. Critical areas such as steep hillsides and wetlands have dictated and will continue to dictate patterns of usage in newer areas of the City.

The Longview Planning Area is 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. Outside the planning area, where urban services are not available and will not be needed for some time, rural development is preferable. The



Planning Area Boundary (PAB) also marks the area where the following criteria are met:

- residential infilling of vacant land is encouraged;
- areas can logically annex to Longview;
- City, County, and special district decisions should be coordinated concerning land use and service facilities; and,
- sewer service should not be expected or extended in the near term.

The primary purpose of the Longview PAB demarcation is to define the area where public expenditures already have been made for service facilities and to guide development to that area in order to make more efficient use of public investments. This area was drawn based primarily on the location and amount of potentially developable land to which sewer and water services are already provided or can be provided

Land Consumption by Type

The area of the City’s PAB *that lies outside city limits* primarily consists of land in industrial uses (48% of the land within the PAB). This land includes waterfront property owned by the Port of Longview in industrial uses. Single-family residential use consists of approximately 23% of the land within the Planning Area, and approximately 15% of the land is vacant. Other uses constitute multifamily, commercial, and public.

Land Use Comparison - Longview & 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%
TOTAL	13,074	5,112	100%	7,962	100%	100%

Source: Cowlitz-Wahkiakum Council of Governments, 2016

Industrial land use comprises 7% of the acres within the city limits, and 23% of the acres within the entire Planning Area Boundary, including the city. Single family residential use consists of approximately 34% of the land within the city, and 30% of the entire PAB. Commercial uses are more common within the city limits, as would be expected, as is multifamily residential development. The city houses the bulk of public land within the PAB, which represents 20% of land within the city and 14% of land within the entire PAB. The share of vacant land within the city (28%) is proportionately much greater than the lands surrounding the city (15%).

The following table summarizes the lands within the Planning Area Boundary which are zoned. not all of the PAB area surrounding the city is zoned. Of the 5,112 acres outside of the city but within the PAB, only 1,666 acres have a zoning designation.

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

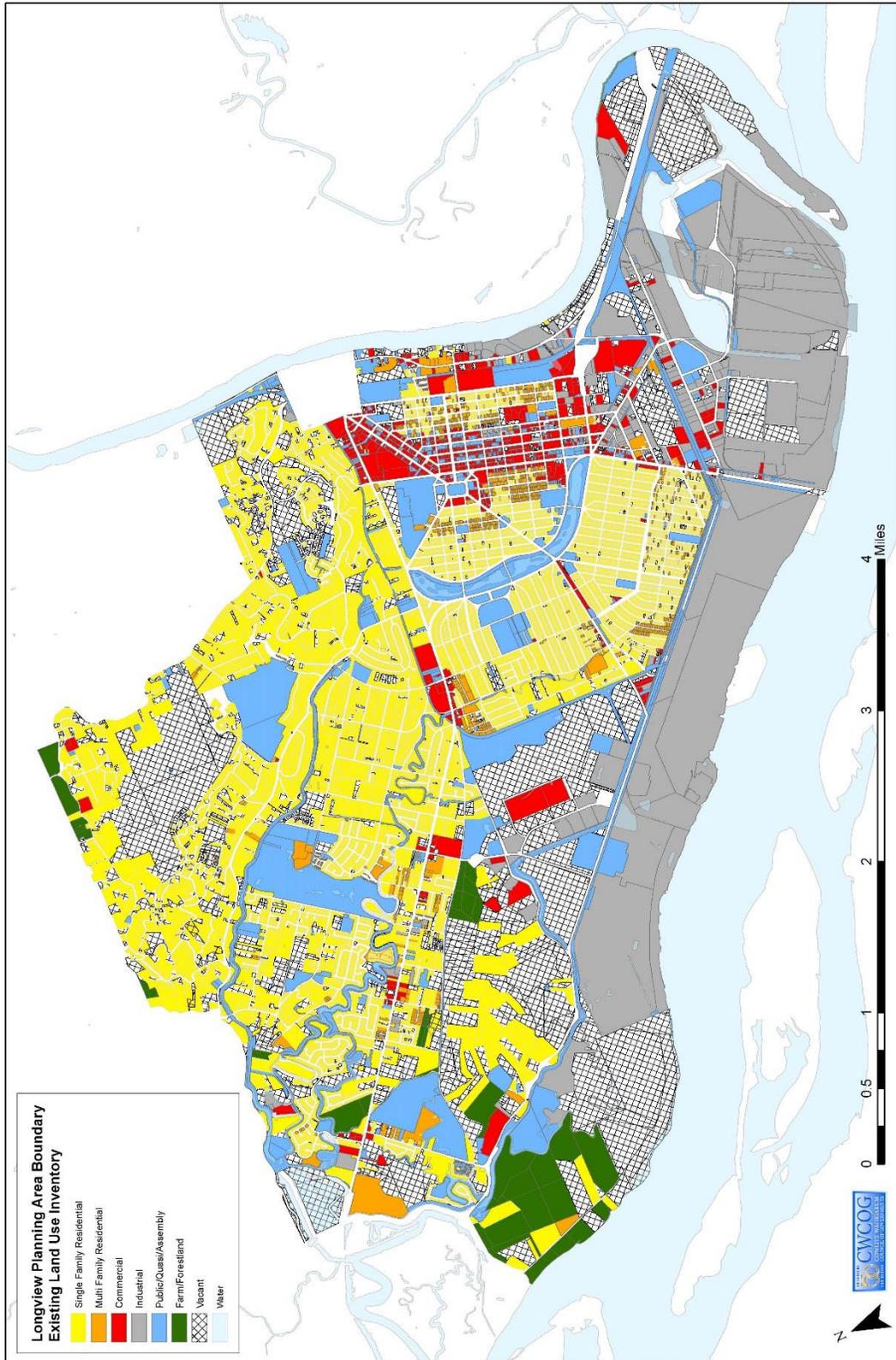
The table below shows the combination of the specific zoning designations into larger zoning categories. The table shows a fairly level split in zoning categories from 2006 to today.

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	447*	5%	4%
Total	9,628	100%	100%

Source: Cowlitz-Wahkiakum Council of Governments, 2016

Notes: * = Civic Center; Country Club District; County Fairgrounds District; River Front District.



Vacant Land & Under-Utilized Land

There are 1,148 vacant parcels within city limits, containing 2,214 acres. When factors that limit development are applied against this total acreage, there are 841 acres that are developable within city limits. Within the entire Planning Area Boundary, including land inside city limits, there are 1,490 vacant parcels containing 2,988 acres. When limiting factors are applied to this inventory, a total estimated 1,135 acres of vacant, developable land lies within the PAB. The factors limiting development are critical areas (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 planning horizon of 20 years. These reflect the development factors identified in the 2006 Comprehensive Plan.

Among the vacant lands that can be developed are 42 parcels owned by the city, containing 114 acres, 43 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 about half (48%) of developable vacant land in the city lies within residential zoning districts, while 40% lies within industrially zoned areas. The difference of 11% 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 Under-Utilized Lands was conducted. Parcels within the greater PAB where the improved value was 50% or less than the land value were included. A total of 1,018 parcels containing over 2,557 acres were identified as meeting these criteria, which was the same criteria used in the 2015 West Kelso Subarea Plan.

Under-Utilized 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

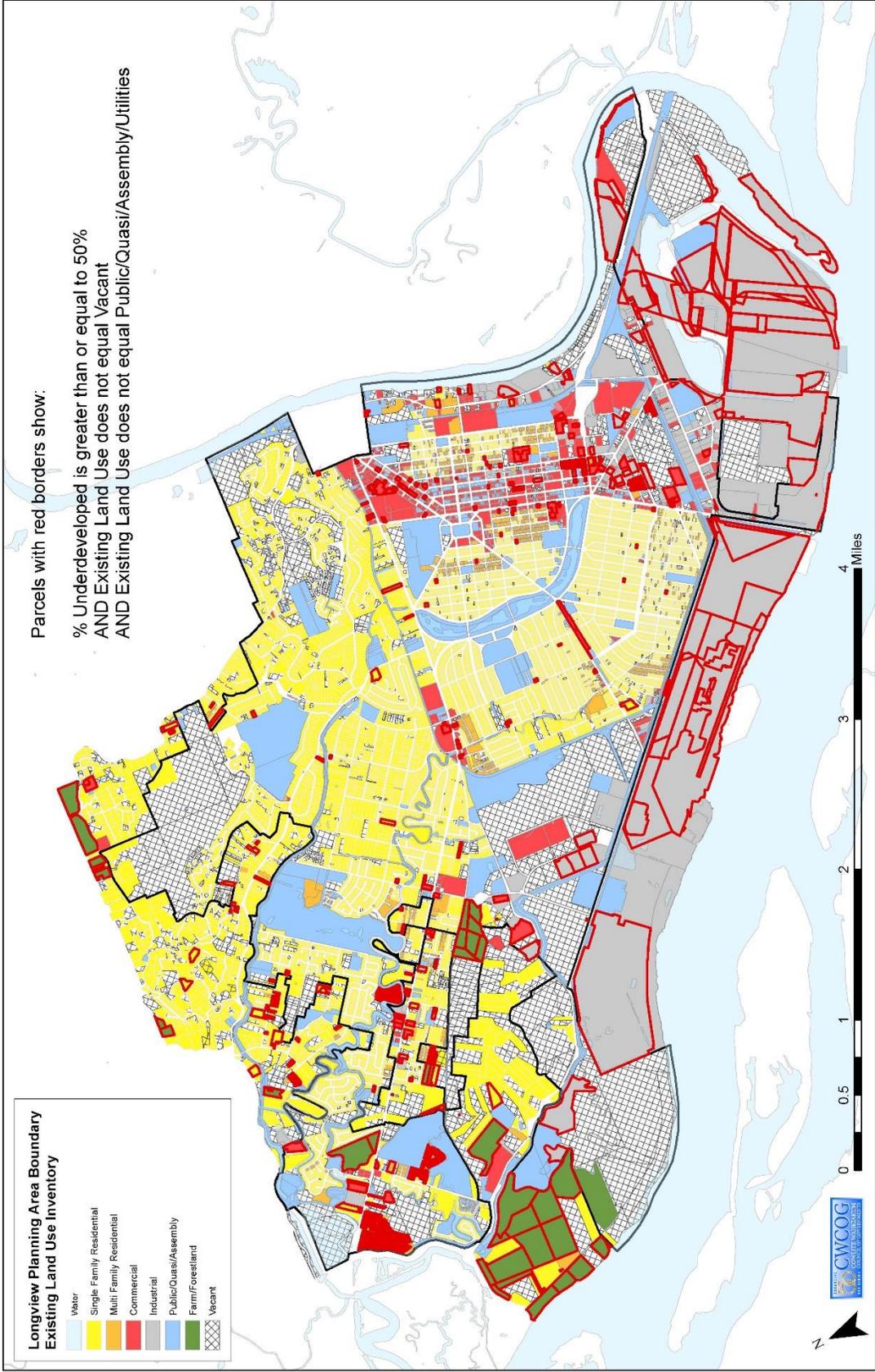
This analysis looks at under-utilized parcels by land use category, as there is already some degree of use taking place. Properties with extensive paved parking areas could be considered within this category, though this area may be needed for logistical purposes, particularly if located within an industrial area. However, this analysis reveals that there is approximately twice the number of acres of under-utilized land as there is vacant land throughout the Planning Area Boundary which could be available to meet development needs.

Of the 1,490 vacant parcels, 61 percent (907 parcels) are greater than or equal to 0.25 acres (or a quarter-acre), with a mean parcel size of 3.2 acres. These parcels combined 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 0.25 acres.

Of the 583 vacant parcels that are less than 0.25 acres in size, the mean acreage is equal to 0.14 acres (about an eighth of an acre). There is a total of 81.4 acres in this category. This means that about 3 percent of vacant land has very limited development potential simply due to parcel size.

The map on the following page shows patterns of under-developed lands throughout the Planning Area Boundary.

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.



General Land Use Trends

Revitalization as a Tool for Economic Prosperity

The Great Recession has highlighted a fundamental change in what consumers want: homes in central cities and closer-in suburbs where one can walk to stores and mass transit. The two largest demographic groups in the country, the baby boomers and their millennial offspring, together comprise more than half of the U.S. population. Both of these huge demographic groups want something that the U.S. housing market is not currently providing: small one- to three-bedroom homes in walkable, transit-oriented, economically dynamic, and job-rich neighborhoods.

Moving to more walkable neighborhoods frees families from the expense of buying, fueling, and maintaining the two or more cars they typically need to get around in auto-dependent suburbs. Households in drivable suburban neighborhoods devote on average 24 percent of their income to transportation; those in walkable neighborhoods spend about 12 percent. Dropping one car out of the typical household budget can allow that family to afford a mortgage \$100,000 larger than they would otherwise qualify for.

There is now an oversupply of low-density, car-dependent suburbs at the edge of metropolitan areas brought on by decades of heavy government subsidies for extending roads, sewers, and utilities into undeveloped land. Demand for standard-issue suburban housing is going down, not up, a trend that was apparent even before the crash.

Houses on the exurban fringe of several large metro areas have typically lost more than twice as much value as metro areas as a whole since the mid-decade peak. “Walkable urban” real estate has experienced less than half the average decline in price from the housing peak. Ten years ago, the highest property values per square foot were in car-dependent suburbs like Great Falls, Virginia. Today, walkable city neighborhoods command the highest per-square-foot prices, followed by dense suburban neighborhoods near subway stops. Property values in high-end, car-dependent suburbs are now often lower than those in the redeveloped neighborhood near downtown. These trend lines have been evident in many cities for a number of years; at some point during the last decade, the lines crossed. The last time the lines crossed was in the 1960s—and they were heading the opposite direction.

The coming demographic convergence will push construction inward, accelerating the rehabilitation of cities and forcing existing car-dependent suburbs to develop more compact, walkable, and transit-friendly neighborhoods if they want to keep property values up and attract tomorrow’s homebuyers.

Real estate caused two of the last three recessions, including the Great Recession. That is because real estate (housing, commercial, and industrial) and the infrastructure that supports real estate (transportation, sewer, electricity, and so on) represent 35 percent of the economy’s asset base. The nation will continue to struggle with unemployment and sluggish growth if 35 percent of the asset base is not engaged.

Hundreds of billions of dollars in potential investment capital is on the sidelines, waiting for the right market signals to be deployed. The Investment Company Institute reports that institutional investors are keeping a relatively stable \$1.8 trillion in money market funds because money managers see no good long-term investment vehicles. A similar amount is sitting in the coffers of non-financial corporations. In downtown Portland, Oregon, a proposed \$50 million streetcar system led to \$3.5 billion of private-sector development,

much of it *before* the streetcar was built. There is a market-driven way to make the economic recovery sustainable while addressing many of the most serious problems of our time: the health care crisis, climate change, over-reliance on oil from countries with terrorist ties, and an overextended military.

Beyond the obvious environmental and economic benefits, the new demand for walkable neighborhoods could reduce health care as it lowers incidence of chronic diseases like obesity, diabetes, and heart disease—conditions exacerbated by the sedentary lifestyles of our car-dependent age.

Excerpted from: <http://www.washingtonmonthly.com/features/2010/1011.doherty-leinberger.html>

Patrick C. Doherty is the director of the Smart Strategy Initiative at the New America Foundation in Washington, D.C. Christopher B. Leinberger is a visiting fellow at the Brookings Institution in Washington, D.C., a professor at the University of Michigan, and an author and real estate developer.

Uncertainty characterizes today's real estate markets, as communities deal with long term impacts of deep recession, the credit crisis, and global competition for jobs. Market prospects rise and fall more rapidly in an interdependent world economy. Urban Land Institute (ULI), in its 2011 report "***What's Next: Real Estate in the New Economy***," identified several fundamental economic and demographic drivers that will influence real estate and urban development over the next decade or more:

- Gen Y/Millennials are now the largest demographic age cohort in the U.S. This generation is technologically savvy, highly mobile, and focused on building careers, while delaying children. New immigrants and less well-educated young people will seek places that allow financial and cultural growth.
- Intergenerational living will increase as more households pool assets to make ends meet, which may help reduce vacancies in the current housing stock of larger homes.
- Diversity within the overall population will continue to increase, until "minority majorities" are achieved. Cultural preferences for intergenerational living may also help absorb existing large homes.
- Extended employment by baby boomers whose retirement nest eggs and home values suffered huge hits during the Great Recession will result in many boomers staying in homes that may be underwater, and reducing demand for "senior housing" at a time that the demographic appears to need more inventory. These homes may end up serving as home base for increasingly intergenerational households.
- More households will consist of a single person living alone, approaching 27% by 2020. A rising proportion of women living alone will create a market segment wanting greater security and amenities.
- Rising transportation costs will create demand for locations and real estate that provide a combined live-work environment, allowing people to drive less or telecommute. A "back to the future" scenario of building housing in and around commercial districts will become more common.
- All signs point to more Americans renting and a further decline in homeownership. As rents rise, some will return to homeownership, particularly as new product types—such as attached units on infill lots—are introduced. Housing will trend towards smaller bedrooms with larger shared spaces, home office space, amenities such as fitness facilities, "green" buildings and pedestrian access to restaurants and parks.
- There is a new emphasis on "right-sizing" to control costs. Smaller spaces (residential or commercial) cost less to own, rent, heat, cool, furnish and maintain. Offices become smaller as work sites are less utilized for personal work space and focus instead on bringing people together for training or to make decisions.

- Manufacturing continues to decline where labor costs are higher, with a new generation of “advanced manufacturing” growing into select markets. Some communities replace manufacturing jobs with new science, technology and health-care specialties.
- Education levels of the workforce drive business location choices. Real estate investors naturally follow jobs, particularly in business “power centers,” while secondary and tertiary markets turn on how well they capitalize on anchor institution assets and skill clusters. Examining population trends by segment, jobs analysis and trends, and understanding the major educational and medical institutions are necessary. Local leadership, willingness to create innovative public-private partnerships, strategic investments in new infrastructure, and opening doors for young people with affordable housing and entry-level jobs are keys to achieving and sustaining a thriving community.

Source: <http://uli.org/research/planning-design/whats-next/>

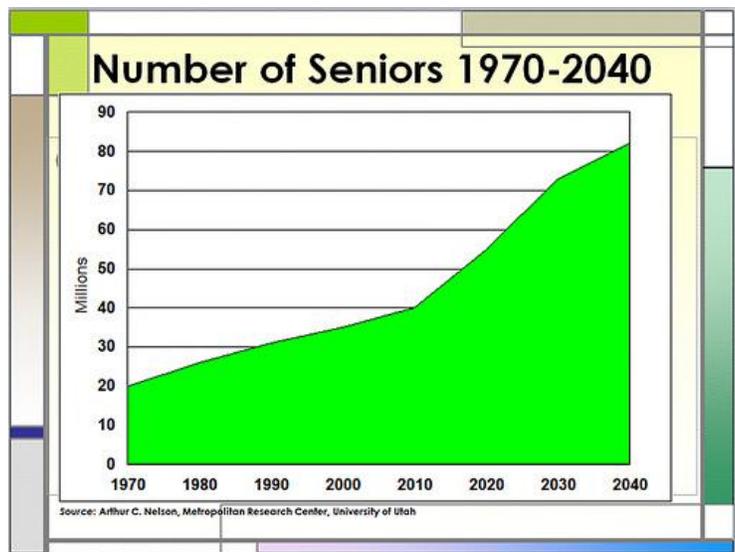
Professor Arthur C. Nelson, an instructor at University of Utah, has studied the relationships between demographic and real estate market trends throughout his career. His key conclusions are provided below.

The U.S. population will grow by 31% between 2010 and 2040. In 2010, the U.S. population stood at about 308 million people. By 2040, we will be at about 406 million.

More than 40% of population growth between 2010 and 2040 will be persons aged 65 and older. In 2010, ages 65 and older claimed 40 million people, or 13% of total population. By 2040, the share of seniors will be 81 million, or 20% of the total.

The share of household growth claimed by ages 35-64 (the bracket traditionally seeking the most housing space) will almost be cut in half. From 1990 to 2010, 65% of household growth consisted of persons aged 35 to 64. Between 2010 and 2040, only 35% of household growth will comprise persons in that age bracket.

More than 80% of growth in households will be households without children. Baby boomers, the largest generation in American history, are now empty nesters. People are living longer, and the Millennial generation is, for the most part, not having children yet.



More than 40% of growth in households will be single-person households. Half of all new housing demand will be for attached homes and the other half for small lot homes. This is another reversal from past preferences.

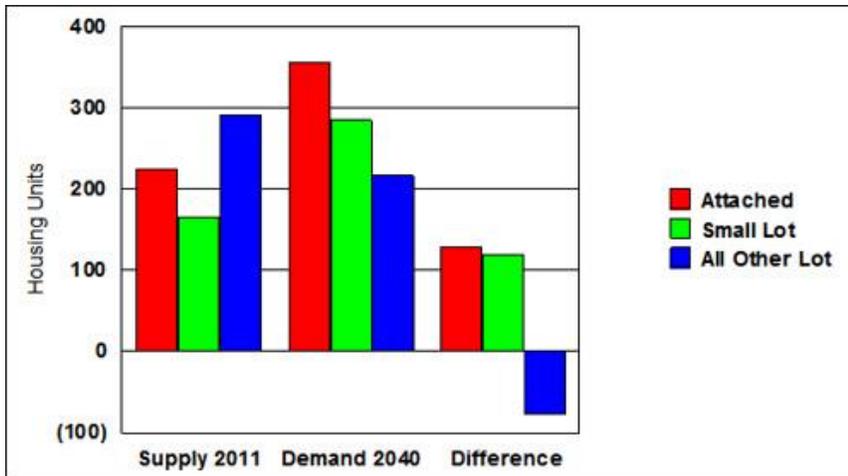
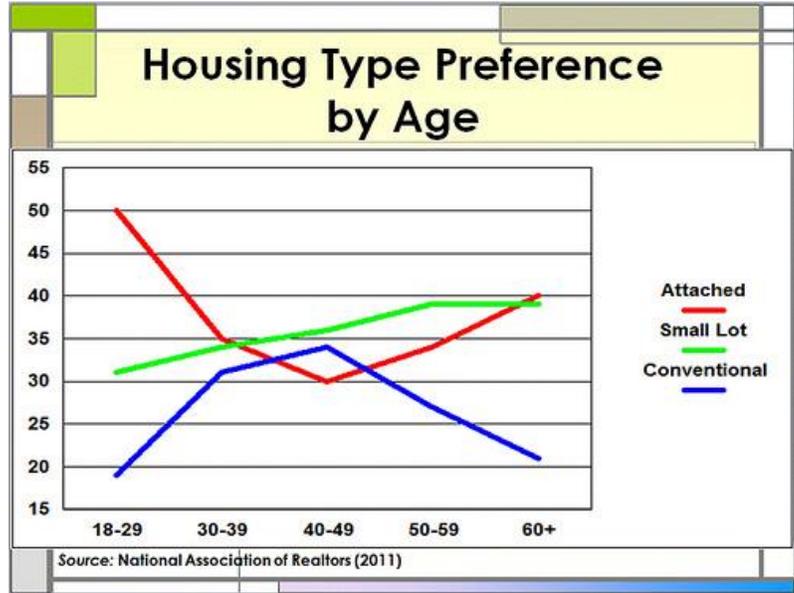
Demand for large-lot homes will decline below 2011 levels. At first blush, this statement seems shocking; however, large lots simply aren’t the part of the market that will experience the greatest growth. Demand for large lots will continue; just not as high as before.

Half of the growth in households will be renters. The home ownership rate has been declining since 2004, prior to the Great Recession.

The next 30 years will bring demand for over one billion square feet of nonresidential space, or almost twice what exists now. That may sound shocking, until one considers Nelson’s next point.

70% of new nonresidential space will be redevelopment on existing developed lots. Nelson says that if the density of new development were increased (from an average floor-area ratio of 0.2 to 0.5), *all new nonresidential and attached residential demand could be met on existing parking lots.* (A floor-area ratio of 0.5 means that a one-story building would occupy half its lot; a two-story building would occupy one

fourth of its lot; and so on. Large surface parking lots are biggest factor in low floor-area ratios.) Redevelopment opportunities arise much more frequently on aging commercial building sites than on residential sites because of the much shorter average life spans of commercial buildings, particularly retail.



Kaid Benfield writes about community, development, and the environment on Switchboard and in other national media. Accessed on February 8, 2016 at http://switchboard.nrdc.org/blogs/kbenfield/ten_things_planners_need_to_kn.html.

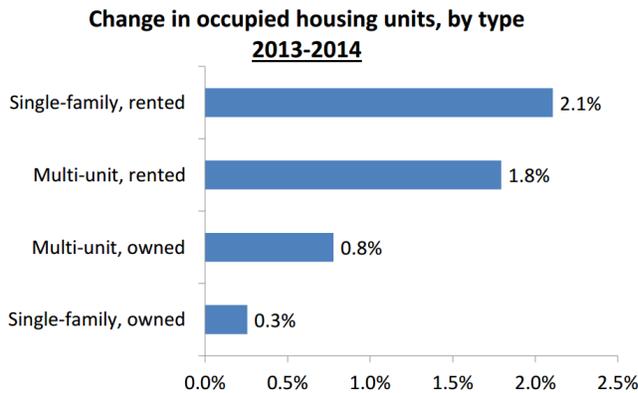
Vacant Homes & Demand

The national vacancy rate in 2014 remained unchanged from 2013, at 8.4% (excluding seasonal vacancies). Low household formation meant that vacant homes did not fill up, despite below-normal construction activity. The vacancy rate has fallen from a peak of 9.1% in 2010 but in 2014 was still slightly above its 2006 level.

Among large metros, the vacancy rate (excluding seasonal vacancies) ranged from over 12% in Birmingham, AL, to under 4% in San Jose. Compared with the bubble years of 2005 and 2006, there were fewer vacant homes for sale or for rent in 2014. However, there were more

vacant homes being held off the market or being used occasionally or seasonally. This shift toward vacancies that are not transacting is why active inventory is tight while overall vacancy rates are still elevated.

In past year, more of all housing types; but single-family rentals still lead



TURNER CENTER FOR HOUSING INNOVATION UC BERKELEY

SEPTEMBER, 2014

homes and others doubled up, too, with siblings, adult children, or roommates. Now, the job market has improved, and household formation is on the rise, approaching or exceeding historical averages. As new households form, they fill up vacant homes, pushing up prices and rents. In response, homebuilders build more, which in turn adds to overall economic activity.

Despite below-normal construction activity, vacancy rate holds steady



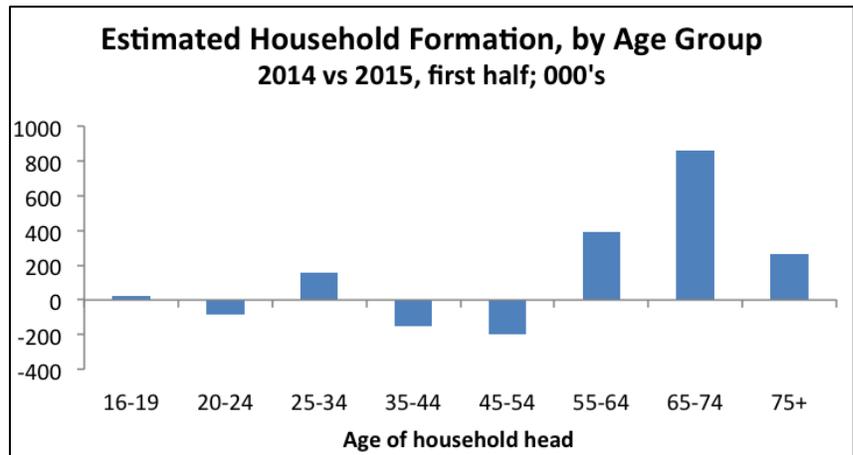
The vacancy rate for single-family homes was 10.7% in 2014, near its peak of 11.0% in 2011 and well above its 2006 level. In multi-unit buildings, however, the vacancy rate dropped to 14.9% in 2014 from a peak of 17.2% in 2010. <http://turnercenter.berkeley.edu/blog/housing-highlights-from-the-2014-american-community-survey>

For several quarters, the Census has reported an increase in household formation. This is the turnaround that the housing market has been waiting years for. During the recession, the number of households grew slowly, as young adults increasingly stayed in their parents'

All growth in occupied housing units since 2006 has been in rentals

	2006 (millions)	2014 (millions)	Change, 2006-2014 (millions)	Change, 2006-2014 (%)
Single-family owner-occupied	65.5	65.2	-0.3	-0.4%
Single-family renter-occupied	11.3	15.2	+3.9	+34%
Multi-unit owner-occupied	4.2	4.0	-0.2	-6%
Multi-unit renter-occupied	23.4	26.1	+2.7	+12%
All occupied housing units (includes other housing types)	111.6	117.3	+5.6	+5%

But there's a puzzle. Surprisingly, even with an improving job market, the share of young adults living in their parents' homes continues to rise, as the Census Bureau and the Pew Research Center have reported. The expected driver of household formation – young adults moving out of their parents' basements – isn't happening. So who is forming households?



Household formation is being driven by overall population growth and the aging of the population, but there is not a corresponding general increase in the number of people who are counted as heads of households. (Only one person is counted as the head of any household, no matter how many live there, or the type of relationship among them.) The recent gain in household formation appears to be due to basic demographic shifts rather than the economic cycle.

Despite expectations that millennials are the force behind household formation, older adults are driving household formation. Strikingly, age groups younger than 55 collectively had negative household formation between 2014 and 2015, while 65-74 year-olds accounted for more than two thirds (860 thousand) of overall household formation.

What explains why household formation is rising among older adults? The overwhelming reason is that U.S. population is aging, and the fastest-growing age group is 65-74 year-olds, both in percentage and absolute terms. In addition, older adults live in smaller households than younger adults, so population growth among older adults adds more households than population growth among younger adults. This increase among 65-74 year-olds is a relatively minor factor, accounting for roughly one-sixth of that age group's overall household formation. A possible reason for the increase in the number of persons heading households among 65-74 year-olds is that the share who are divorced increased in 2015. However, it's unclear without richer data and further analysis whether that is just a continuation of the longer-term increase in the share of this age group that is divorced (while the widowed share has fallen) or, possibly, a bounce-back after the decline in divorce rates during the recession.

What about young adults – why is their household formation meager? The share of young adults living with their parents increased in 2015, which lowers the headship rate. One contributing factor is that 25-34 year-olds are decreasingly likely to be married or cohabitating with a partner, and – unsurprisingly – married or cohabitating young adults, rarely live with their parents—just 2% do, compared with 31% of those who aren't living with a spouse or partner. The decline in marriage among young adults is a long-term trend, pre-dating the recession.

The link between having a job and living with parents is more complicated. Employed 25-34 year-olds are less likely to live with their parents (13% do) than those who are unemployed or not in the labor force (19%). Although the proportion of young adults who are employed has risen steadily since 2011, young adults



with jobs are increasingly likely to live with their parents. It's unclear from the data why employed millennials are staying at home – are the jobs not good enough, or is housing too scarce or expensive? What is clear is that the employment recovery hasn't gotten young adults out of their parents' basements, yet.

In short: the modest increase in household formation among 25-34 year-olds is due entirely to the growing population of young adults rather than changes in their living arrangements.

While we can't know for sure whether current trends in household formation will continue and what they will mean for the housing market, it is clear that the engine of today's household formation is not young people moving out of their parents' homes and forming new households. Whether this means that much of the housing recovery is still to come, or that the housing market needs to adjust to a permanent downshift in the number of younger households, is a critical question for future analysis.

Excerpted from: <http://turnercenter.berkeley.edu/blog/new-households>

Residential Development Trends

Clear changes in the residential marketplace also bode well for innovative approaches to smaller-footprint but high-quality housing, such as “pocket neighborhoods” of cottages and slightly larger homes arranged around a common green, as championed by Ross Chapin. The people who live in these sought-after communities know they share something extraordinarily valuable: a model of community that provides a missing link. Perhaps most importantly, it is a strategy that can be implemented incrementally on smaller pieces of land. The pocket



Example of Cottage development

neighborhood approach allows subtlety and sensitivity as we simultaneously add more people and live more compactly. Chapin's development partner in Third Street Cottages and several other Washington state projects has been The Cottage Company, founded by Jim Soule. Company president Linda Pruitt summarizes the incremental approach:

"Our mission is to continue to pioneer single-family housing choices that fit seamlessly into larger neighborhoods. Intrinsic within that mission is connecting with people and environment in a simple, life-sustaining way. Our overriding approach is to create beautiful, serene places where people want to spend their lives."

The concept embraces a range of qualities and characteristics, accommodating such diverse settings as an urban apartment building, an infill housing cluster off of a busy street, a cohousing community planned by its residents, and even “a group of neighbors pulling back their fences to create a community commons in their

backyards.” Underlying design patterns shared by all pocket neighborhoods address the need for privacy, an obvious priority for close-together living. Chapin notes that, in his cottage designs, the homes ‘nest’ together, with an ‘open’ side of one house facing the ‘closed’ side of the next. The open side has large windows facing its side yard (which extends to the face of neighboring house), while the closed side has high windows and skylights. The result is that neighbors do not peer into one another’s world.

Chapin allows that pocket neighborhoods probably aren’t for everyone, but the market segment to which they appeal is growing. For those who seek a greater sense of community, the concept is definitely one very promising way to go. Here he is on how the shared commons can benefit kids:

“Children need increasingly larger zones of play as they grow up. A baby explores the room their parent occupies, while an older sibling is free to play in the next room, or in the back yard. At some point, though, a child’s desire to explore the world beyond the front gate is blocked by the real and perceived ‘stranger danger’ and traffic. Children are then chauffeured to friends’ houses and organized activities until they can drive on their own. Too often, children feel painfully isolated and lack access to safe, unplanned play.

“Pocket neighborhoods provide a protected, traffic-free environment for a child’s widening horizon — a place for unplanned play alone and with other children, and a place to have relationships with caring adults other than parents. This matches their growing curiosity, need for increased responsibilities and maturing social skills.”

Excerpted from “Smaller, more sustainable living in neighborhoods that fit in” by Kaid Benfield, accessed at http://switchboard.nrdc.org/blogs/kbenfield/smaller_more_sustainable_livin.html

Street Networks and Land Use

The most comfortable building height for urban pedestrians is between 12.5 and 25 meters, or about three to six stories. That may be why people love historic city districts. These districts represent many of the qualities that newer suburban sprawl lacks but that we would like to see in more urban and suburban neighborhoods: walkability, density, and a diverse mix of uses.

Urban density generates environmental benefits by reducing the amount of impervious surfaces in watersheds (largely due to the huge amount of transportation pavement) as well as reducing driving rates per capita. Research shows that these benefits are found mostly at the lower end of the density spectrum. Environmental gains begin to diminish at a density of about 20 homes per acre, and there is little additional benefit to these indicators as density increases beyond about 60 homes per acre. It is average density that counts and, so long as lower-density portions are complemented by higher-density portions elsewhere in the development, they add interest, daylight, and a scale that humans find appealing. The term “walkable” is a better than “dense” to describe a sustainable city.

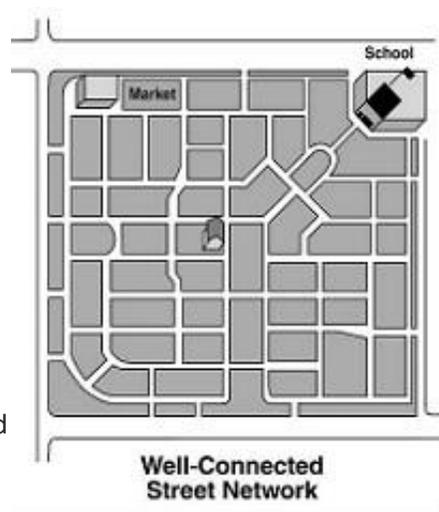
Ewing and Cervero conducted a meta-analysis of studies that examined the “five Ds”—density, diversity, design, destination accessibility, and distance to transit—and found that all five factors are significant, especially destination accessibility (regional location) for reducing driving, and design (street network) for increasing walking.

The authors applied statistical analysis to a large number of scientific studies to tease out which land use factors had the biggest impacts on travel behavior when extraneous factors, such as income, were controlled. The authors identified the most important fact as accessibility of the destination. The next most important variable is distance to the downtown core. As the distance to downtown decreases, the number of vehicle miles traveled also decreases. As Ewing and Cervero put it: **'Almost any development in a central location is likely to generate less automobile travel than the best-designed, compact, mixed-use development in a remote location.** The next most important factors promoting walkability are intersection density and street connectivity. This is surprising, given that much planning literature focuses almost exclusively on density and diversity of land uses.

Both short blocks and many interconnections shorten travel distances to approximately the same degree. Ewing and Cervero found that

... 'Among design variables, intersection density more strongly sways the decision to walk than does street connectivity. And, among diversity variables, jobs-housing balance is a stronger predictor of walk mode choice than land use mix measures. Linking where people live and work allows more to commute by foot, and this appears to shape mode choice more than sprinkling multiple land uses around a neighborhood.'

Distance to a store was the next most influential factor in influencing walking, with location and the accessibility of transit next. Neighborhood density, when separated from the other factors, was found to be less important than other factors in influencing both miles traveled and vehicle trips. Transit accessibility is correlated with both reduced miles traveled and more walking, though not to the extent that location and street networks are. Transit use was most closely associated with, in addition to distance from a transit stop, the street network – especially the presence of four-way intersections. These findings emphasize the importance of the form of street networks for successful community vitality.



Adapted from: http://switchboard.nrdc.org/blogs/kbenfield/massive_study_confirms_that_de.html and http://switchboard.nrdc.org/blogs/kbenfield/for_smart_growth_not_all_urban.html

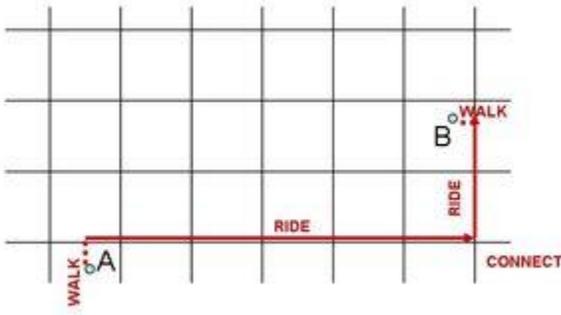
State and federal transportation officials are beginning to acknowledge that they can no longer afford to build roads that may not actually reduce congestion. Due to the phenomenon known as “induced demand,” traffic tends to increase along newly improved routes. Officials are moving towards a “fix it first” policy for existing roads, including making streets more amenable to other modes of travel, such as transit, bicycling and walking.

The Vision Zero movement, which aims to end traffic fatalities entirely, is gaining momentum at the local level. A growing number of cities have adopted formal Vision Zero policies. The goals of Vision Zero will be much more attainable if people return to habits of driving less.

To the average daily transit commuter, the bus is where the greatest potential for improvement can be found, and bus service achieved new levels of innovation and improvement in 2015, which marked a landmark year due to a concept known as the "high frequency grid." Anyone who has ever waited on major arterial for a bus with 50-minute headways and spotty real-time tracking information will appreciate

a renewed, rational effort in improving bus service, but here's to hoping that this trend indicates a growing awareness that for many cities and many citizens bus service is the only transit service, and efficient, liberating transit service is possible on the wheels of buses.

In an ideal grid system, everyone is within walking distance of one north-south line and one east-west line. So you can get from anywhere to anywhere, with one connection, while following a reasonably direct L-shaped path. If your city street network is a grid, the path is often exactly the same way you'd make the trip if you were



driving. For this trip to be attractive, all the services have to be very frequent, so that you don't have to wait long for the connection.

The spacing between parallel lines in our ideal grid is exactly twice our maximum walking distance. So if we're thinking in terms of ordinary local stop bus lines, maximum walking distance is about 1/4 mi or 400m, so our ideal spacing between parallel lines is 1/2 mi or 800m. But in fact, successful grid systems

run really frequently, so we can afford walking distances a little larger than that, up to say 1 km or about 3/4 mile.

The intrinsic efficiency of grids is a huge reason to be optimistic about cities that have arterial streets or potential transit corridors laid out in a grid pattern, especially if they have many major destinations scattered all over the city. If your city or a part of it looks like that, you have a huge structural advantage in evolving into a transit metropolis.

Excerpted from: <http://humantransit.org/2010/02/the-power-and-pleasure-of-grids.html>

Land Use & Public Health

Planners are beginning to talk about an issue that has been of increasing interest to the medical profession, the connection between our built environment and public health. A growing number of studies are showing the causal relationship between urban design and a number of public health crises affecting Americans, including "asthma caused by particulates from cars and trucks, water contamination from excessive runoff, lead poisoning from contaminated houses and soil, and obesity, heart conditions, and depression exacerbated by stressful living conditions, long commutes, lack of access to fresh food, and isolating, car-oriented communities."

On the medical side, for the past decade Dr. Richard J. Jackson, now chair of environmental health sciences at the University of California at Los Angeles's School of Public Health has been leading the charge to investigate and raise awareness on the topic. Planning and Public Health has also been an area where the Federal government seems to be taking substantive leadership, urged on by the *Let's Move* campaign and the HUD-DOT-EPA led Partnership for Sustainable Communities.

While planners may be late in understanding the problems, they have the tools to devise innovative and effective solutions for improving public health.

Longview Land Use Issues

Land Use Focus – 2006 Comprehensive Plan

During the preparation of the 2006 Longview Comprehensive Plan, public input was received at public open houses, forums, and at Planning Commission and City Council public meetings. Participants identified many issues specifically related to land use, which included the following:

- 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 land use planning issues identified during development of the 2006 plan 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, City 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 over the next 20 years. Improving community safety, diversifying the economy, enhancing the image of Longview, protecting natural resources, and maintaining attractive locations to live, work, and recreate 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.

Recent 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 central core of the city. 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. While Transit-Oriented Development (TOD), a popular tool in recent years, has focused around light rail transit, it is possible to achieve TOD development 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

There is a need to develop improvements throughout the City to manage traffic while ensuring pedestrian/cycling ease and safety along major corridors that will 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%, while incomes have increased only 5%. There are also needs for rental housing that accommodates larger families as well as 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 land use classifications represent a range of intensities, scales, and mixes 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. 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. Only seven percent of city land is used as industrial land, and about 40 percent of the city's vacant land lies within industrial zones. In the PAB, 48 percent of the land is designated industrial, while 40 percent is vacant.

In 2006, approximately 1,200 acres of land previously designated in the Future Land Use Map (FLUM) as industrial 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. Some of these areas merit re-examination for potential re-classification due to planning efforts that have taken place since 2006.

The land use analysis indicates that approximately 11 percent of the City's commercially zoned properties are vacant, an increase from 6 percent which were vacant ten years ago, when the last plan was completed in 2006. Many of these are small parcels. The FLUM identifies the location of additional commercial land, including locations for regional, community-oriented, and mixed-use and 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 along arterials to help avoid sprawl, plan for services, and recognize the hierarchy of commercial centers. To help support Downtown's central role, the citywide 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.

Special Emphasis Areas

The city has identified several areas or neighborhoods in and around the city that merit additional examination during this Comprehensive Plan Update. These areas include:

- 1st and 3rd Avenue corridor
- Highlands Neighborhood & Oregon Way
- Barlow Point area
- 36th Avenue (south of Ocean Beach, near Olive Way)
- Ocean Beach Highway city treatment lagoons
- Others as identified through public comment

A series of presentations will be conducted during 2016 to evaluate future land use alternatives and policy options for these emphasis areas. Outreach to stakeholders most impacted by changes to land use alternatives will be an essential component of the community forums.

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.

Wayfinding

Longview has a number of destinations that are not visible or easy for residents and visitors to identify or find. There are many historic buildings and several historic neighborhoods, the Downtown and the civic center areas, as well as recreational resources such as Lake Sacajawea that should be highlighted. The current system of wayfinding in Longview is inadequate when trying to locate these important attractions. To address these problems, Longview should invest in the creation of a citywide wayfinding system that supports the Downtown, the city’s major commercial corridors, commercial centers, and neighborhoods.

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.

Coordination

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. Planning and coordinating at the regional level addresses shared issues and shared 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 City's Planning Area.

The City should work with Cowlitz County to develop a means for ongoing joint/regional planning for land within the City's PAB. The PAB will eventually accommodate much of the City's future population growth, and therefore it is in the best interests of the City to coordinate with the County on review and approval of future development proposals in the PAB.

These joint efforts could include the following:

- County adoption of land use classifications that mirror the City's land use plan and standards for the Planning Area 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 results in greater predictability for property owners on the future use and enjoyment of their property.

Annexation

The West Longview area near Ocean Beach Highway is considered one of the most likely areas where future annexation inquires 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 City services, such as fire protection and other public safety services.

General Land Use Planning Issues

Socio-Economic Problems & Social Equity

According to Bertaud, "Increasing mobility and affordability are the two main objectives of urban planning. These two objectives are directly related to the overall goal of maximizing the size of a city's labor market, and therefore, its economic prosperity."

Cities are about people. Planning is justified to the extent that it facilitates the aspirations of people. The city requires prosperity. To be effective, urban planning needs to make a difference in the lives of all people. With respect to the defining issues mentioned above, here are five fundamental socio-economic problems facing communities and planners across the nation:

1. *Can cities and regions prosper more fairly?*

Global economic forces shape the physical fabric of the city, employing its human capital. Hence, the fiscal incentives for corporate business attraction to cities may not provide for the self-sufficiency of city residents, exacerbating the urban impacts of families struggling to make ends meet. Recently, rising inequality and stagnant opportunities in large metros have become a mobilizing cry for egalitarian social policies in city halls across America. The very foundation of the American Dream – the middle-class – is losing ground. Minimum wage measures have sparked a renewed interest in a proactive role for local intervention on income and wealth distribution. Yet, urban planning often ignores the structural causes of income inequality, such as low-wage service sectors, declining labor union density, employment insecurity, and geographic concentration of poverty.

2. *Is the "affordable" housing crisis in desirable places solvable?*

Housing is both a basic human necessity as well as a market commodity that is largely provided by the private sector in the U.S. Foreclosures, substandard housing, over-crowding, unaffordable rents, and homelessness are recurring themes in urban areas. Housing affordability is of concern in many metros, regardless of the housing cycle: bubble, boom or bust. It is especially acute in coastal areas with strong economic growth and desirable quality of life, since desirability increases demand, which in turn increases prices. This raises the question of what is "affordable" for whom? Viewed this way, the housing crisis is simply a function of the income crisis. With public housing constituting about 1 percent of the stock in America, a planner does not provide homes, and rarely does the government control rents. Rather than formulating how the public sector can provide mixed-income quality housing integrated respectfully into neighborhoods, planning grapples with externalities of the private sector creating low-paying jobs and high-cost housing.

3. *Are our cities prepared for significant demographic and cultural changes in the future?*

National debate over immigration often focuses on security and "welcoming-ness." But on a local level, as city after city in America becomes minority-majority, they also transform into melting pots for immigrants. Hence, immigration is the key to understanding the growth and repopulation of American cities that have historically served as gateways to economic opportunity. Urban planning needs to integrate the cultural, spatial, and economic contributions of refugees and immigrants, and in particular of Latino communities. Furthermore, urban America is being transformed with diversity, multiculturalism, changing demographics, and evolving familial relationships. Immigrants, refugees, millennials, "dreamers", mixed-race, LGBTQ and gender inclusive communities are causing a tectonic shift in both the physical fabric as well as social norms of urban living.

4. Should urban plans and projects be scrutinized for public health impacts?

Public health is increasingly relevant to urban planning, with empirical linkages between sedentary lifestyles and obesity, air pollution and asthma, food deserts and diabetes, etc. General plans are now including a health element, planners are using health impact assessments in community development, and healthcare providers are responding to the changing needs of an aging population. The science of the health benefits of active living is clear. Planning and designing healthy places is no longer an option left to developers, but a public health imperative in every land-use decision.

5. Should transportation planning reorient from cars to people?

Through much of civilization, city streets were designed for horses and urban growth limited by walking, riding and access to mass transit. During the twentieth century, there was a shift to cars, which symbolized personal freedom and technological advancement. Auto-based suburbs shaped the sprawling post-World War II planning.

Now, research shows that increasing freeway capacity does not reduce traffic congestion but, to the contrary, has significant social cost in the form of divided communities, pollution, and blight. Moreover, reducing greenhouse-gas emissions is becoming a global imperative, downtowns are making resurgence with high-density lifestyles, urban communities are advocating for cleaner travel modes, and there is a second look being given to mass-transit systems, biking and walking. Urban design and street safety are being reoriented towards bicyclists and pedestrians. Even more important for walkability is not just the physical design, but the social milieu, such as the presence of other people in the neighborhood.

Excerpted from: <http://www.planetizen.com/node/82688/5-social-equity-problems-planners-should-help-solve>