



Chapter 2. Land Use Element

Introduction

Land use is one of the predominant concerns of the Comprehensive Plan. How land within Longview is used determines many aspects of the community's life and operation. The Land Use Element can be considered the core of the Comprehensive Plan, as all aspects of the Plan involve and relate to the use of land within Longview and its Planning Area, including transportation needs, public services, and others. This element consists of text and maps that are intended to guide land use, zoning, and physical development within Longview consistent with the City's vision and the requirements of State and federal law. The Land Use Element and the associated Future Land Use Map (FLUM) are a plan of what the city should look like and how it should function by 2025.

The Land Use Element, in combination with other elements of the Comprehensive Plan, proposes land use patterns that will retain, rehabilitate, and create cohesive neighborhoods, provide employment opportunities, set aside land for parks and 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 Planning History

Longview is the State's first planned community. Thus, the original land use pattern was largely defined by the vision of Robert Alexander (R.A.) Long and the city plans prepared in the 1920s by J.C. Nichols, George Kessler, S. Herbert Hare, and Letcher Lambuth. R.A. Long, president of the Long-Bell Timber Company, and other company leaders selected a site along the Columbia River near its confluence with the Cowlitz River to build a large lumber mill. R.A. Long realized that the large work force needed to operate the lumber mill, was not available in the area, so he decided to build what was to become the City of Longview. R.A. Long envisioned a scenic, peaceful civic center that would be the nucleus of business and travel routes throughout the city. Today, this vision has become reality in the Civic Center, providing access to many city services. The Civic Center is home to R.A. Long Park, the Post Office, Longview Public Library, and City Hall. Long-Bell Lumber Company officially dedicated the City of Longview on July 12, 1923. The City was incorporated in February 1924.

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 spokelike 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.

Longview continues to evolve—new areas develop and old areas need to be maintained or rehabilitated. As a result, the Comprehensive Plan is a living document, and the Land Use Element should undergo frequent review to reaffirm both the City's Vision and to make necessary mid-course corrections in response to new conditions or changing conditions or attitudes. Routine review enables Longview to monitor both the progress of meeting the Comprehensive Plan's objectives and evaluating the relevance of objectives to any emerging issues and needs in the community.

Planning Context

State Laws

Various statutes contained in the Revised Code of Washington (RCW) authorize land use planning. In addition, planning may be guided by various regional and local policies. As mentioned in the Plan introduction, Longview is not subject to most of the provisions of Growth Management Act (GMA); however, the City must fulfill requirements per the Planning Enabling Act (RCW 36.70) and other regulations directly related to it. State law requires a Comprehensive Plan to include a land use element [RCW 35A.63.061(1) Comprehensive Plan-Required Elements]. Further, RCW 35A.64.080 and 35A.63.105 require a city's development regulations to be consistent with its comprehensive plan.

Regional Plans

Longview is located within Cowlitz County, which has long-range plans such as the Cowlitz County Comprehensive Plan. The City coordinates with Cowlitz County and the City of Kelso, which share a common boundary and/or have an interest in common regional issues. Longview actively participates in the Cowlitz-Wahkiakum Council of Governments (CWCOG), which addresses regional coordination efforts on planning issues including but not limited to housing and transportation.

Summary of Existing Conditions and Trends

To better understand the planning goals, objectives, and policies set forth in this element, some of the most pertinent facts from the "Final Existing Conditions Report," prepared for Longview in June 2005, are summarized in the following sections. For more detailed information, the Final Existing Conditions Report document prepared by Jones & Stokes should be reviewed.

Patterns

The City of Longview is situated between the banks of the Columbia and Cowlitz rivers in Cowlitz County, Washington. The Columbia River forms the southern boundary of the city and the Cowlitz River forms the eastern boundary. The City of Kelso lies immediately to the east of Longview, and unincorporated Cowlitz County comprises adjacent areas to the north and west.

Longview is the largest city in Cowlitz County, containing approximately 13.7 square miles.

Existing land uses within the city are shown in Table 2-1 below:

Table 2-1. Land Use in the City of Longview

Land Use Type	Percentage of City Lands (approximate)
Single-family residential development	35%
Vacant lands	30%
Public and quasi-public lands	10%
Commercial uses	9%
Industrial uses	5%
Multifamily uses	4%
Other: transportation, communication, and utilities	7%
Total	100%

Source: Final Existing Conditions Report, Comprehensive Plan Update (Jones & Stokes 2005)

Longview Planning Area

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 scale 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 (See Figure 1-1 in Chapter 1).

The City’s PAB primarily consists of land in industrial uses (45% 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 20% of the land within the Planning Area, and approximately 17% of the land is vacant. Other uses constitute multifamily, commercial, and public.

Current Zoning

Longview's zoning ordinance (LMC Title 19), which implements the City's Comprehensive Plan, has been updated periodically since the 1930s when it was first developed; however, there has not been a major evaluation of its effectiveness and its ability to implement the policies in the Comprehensive Plan. Future revisions to the City's zoning map and code will be necessary to ensure consistency with this updated Comprehensive Plan.

Current zoning distribution in the City of Longview is as follows:

- 60% residential,
- 30% industrial,
- 6% commercial, and
- 4% public or quasi-public.

Approximately 44% of the vacant land in the city is zoned industrial; 18% is zoned residential; 6% is commercially zoned, and 2% is zoned public or quasi public.

Population and Housing Forecast

In 2005, Longview ranked as the 25th largest city in Washington, with an estimated population of 35,430 (Office of Financial Management 2005). The average population density is approximately 2,586 people per square mile within the City limits, but 2005 population estimates for the PAB are not available. Based on 2000 U.S. Census data, the total estimated population in the PAB was approximately 3,951 persons, and the population within the City limits was reported as 34,660.

Population Forecast - City and Planning Area Boundary

The City has selected a population forecast based on a 1% annual growth rate. This growth rate was selected based on the following:

- **Current trends.** This growth rate is consistent with the population growth rate between 1990 and 2000, but higher than the growth experienced over the past 5 years (2000–2004).
- **Building activity trends.** Between 1999 and 2004, approximately 600 new residential units were constructed. Assuming that the City's average household size is 2.4 persons per household (U.S. Census 2000) and was applied to each of these new units, the new residential units would represent a population increase of 1,440 persons over a 5-year period.

Table 2-2 Population Projections provides the population forecasts for the City and PAB in 2015 and 2025. By 2015, the population is estimated at 43,836 persons

(39,428 City plus 4,408 PAB). By 2025, the population is estimated at 48,422 persons (43,553 City plus 4,869 PAB). This represents a 22% projected population change between 2005 and 2025.

Table 2-2. Population Projections

Area	2004	2015 (Projected)	2025 (Projected)
City Limits	35,340	39,428	43,553
Planning Area Boundaries (PAB)	3,951	4,408	4,869
Total (City and PAB)	39,291	43,836	48,422

Source: Final Existing Conditions Report, Comprehensive Plan Update (Jones & Stokes 2005).

Housing Forecast

Based on the projected population growth rate of 1% per year, by 2025 an additional 3,422 additional housing units would be needed within the City limits and 3,805 would be needed within both the City and PAB. Assuming a density of four dwelling units per acre, an additional 951 acres of land would be needed to provide these housing units. This estimate does not take into account the additional land that would be needed to allow for a healthy housing vacancy rate and land needed for infrastructure or undevelopable land due to environmental or other constraining factors.

Currently, there are approximately 2,800 acres of vacant lands within the City and PAB. A little more than half of the vacant acres are residentially zoned in the City and PAB. However, not all of the vacant land in the City and PAB is technically developable; the presence of critical areas (such as wetlands and steep slopes), infrastructure needs, and market factors are aspects that affect the ability to fully develop a site.

Annexing vacant land within the planning area, encouraging redevelopment and infill within existing residential neighborhoods, and increasing density in some land use districts are all approaches that the City has considered to provide adequate land area to house the projected population growth in Longview by 2025.

Employment Forecast

The Economic Development Element of the Comprehensive Plan identifies a need for industrial, retail, office, housing, and mixed uses as strategies to diversify the economy and to attract a variety of employers and residents. The amount of vacant industrial land is high, while the amount of vacant commercial land is low, as described previously and in the Economic Development Element. In particular, the Economic Development Element discusses the demand for commercial uses, which

results in the need for at least 100 acres of commercially designated land for community and regional commercial uses.

Land Use Focus

During the preparation of the 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 that have helped to shape the Comprehensive Plan. Issues specifically related to land use 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 multi-family 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, and
- connecting to the waterfront.

Following is a summary of current and long-term land use planning issues in Longview. The Land Use Element responds to these issues through the inclusion of goals, objectives and policies and the development of the FLUM designating land use within the City.

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. According to 2000 Census data, 1 in 5 households (20.5%) in Longview earns less than \$15,000 per year. An annual income of \$16,120 is needed to afford a studio apartment at Cowlitz County fair market rents. Households that earn less than \$16,120 per year are cost-burdened and pay more than 30% of their income for housing-related costs. The housing analysis in the June 2005 Final Existing Conditions Report indicates that the greatest housing need is for rental housing that accommodates both large families and 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 (see the Economic Development Element). 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.

In addition to reviewing housing options to meet needs of a variety of households and incomes, the efficient use of land should also be considered. Development that occurs at very low densities or intensities can result in land use patterns that are difficult or costly to serve. Development that inefficiently uses land means that new land must be found to meet new land use demands—this can result in sprawl and higher costs to provide city services.

To promote a variety of housing types and the efficient use of land, new housing can be encouraged by permitting thoughtful and well designed infill development, such as mixed use development in the Downtown and a variety of housing choices such as accessory dwelling units, zero lot-line development, cluster housing, cottage housing styles, and/or townhouses. These options must include both single- and multi-family housing that may be available to purchase or rent. These different types of housing choices can strengthen business districts (e.g., mixed use) by providing a customer base for businesses, reduce sprawl (e.g., small-lot single-family, cottages, apartments), or provide alternative affordable homeownership options

(e.g., townhomes). Refer to the Housing Element for additional discussion and examples of housing options.

Commercial, Mixed Use and Industrial Areas

Two industrial land use districts, four commercial land use districts, and three mixed use land use designations are identified on the FLUM as appropriate for locating business of various scales, services, intensity, and uses:

- heavy industrial,
- light industrial,
- central business district,
- regional commercial,
- community commercial,
- neighborhood/convenience commercial,
- mixed use residential/commercial,
- mixed use commercial/industrial, and
- mixed use office/commercial.

These 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. See the discussion under “FLUM” below for a complete description of each land use classification and its primary purpose. A brief overview of the basis for the employment district structure is provided below.

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. Thirty percent of the City’s zoned land is identified for industrial uses, and 44% of that industrial land is vacant. In the PAB, 45% of the land is designated industrial, and much of it is likewise vacant. Recent market conditions and trends show that the City must diversify its economy to ensure economic stability, opportunity, and prosperity, and to stimulate new jobs and investment in the community. Approximately 1,200 acres of land previously designated in the FLUM as industrial are being reclassified to mixed use or commercial use districts, which will allow for greater diversity of uses and flexibility. However, industrial uses will remain a predominant use at over 30% of the combined City limits and PAB area.

The Central Business District is the original commercial center of the city and should continue to be Longview’s key center for retail, offices, cultural, and mixed uses in a gridded and pedestrian-oriented layout. In addition to serving a regional market, the Central Business district performs a vital role for residents providing them with

needed everyday goods and services. It also provides a place for alternative housing choices for smaller households or households wishing to enjoy opportunities for services and transit nearby. Other types of commercial developments have different market areas, formats, and land requirements than those found in Downtown as described below.

An increased interest in commercial development is occurring in the City, especially from developers of larger commercial centers. One example is the redevelopment of the Triangle Center in 2004. Currently, the City lacks adequate commercially developable lands. This shortfall was demonstrated by requests to amend the FLUM in the early 2000s, for example along Ocean Beach Highway where single-family residential areas were converted to big-box store commercial use. The land use analysis provided in the Final Existing Conditions Report indicated that approximately 6% of the City's commercially zoned properties were vacant in 2004, many of which are small parcels. The FLUM now 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.

Longview has become a regional commercial center, and if it wants to strengthen its position as a regional retail hub as part of its "hybrid" economic development strategy (outlined in the Economic Development Element) additional commercial land is needed to meet demand. Therefore, other commercial and mixed-use locations must be identified and developed in Longview. These commercial areas offer locational options to businesses that do not choose to locate in the Central Business District. The Regional Commercial areas identified on the FLUM allow the opportunity to add or expand larger intensity, large-scale commercial uses that serve the residents of Longview along with people from the larger Cowlitz County/Columbia County (Oregon) metropolitan area. Areas classified as Regional Commercial on the FLUM are located on Ocean Beach Highway at 38th Avenue and at 30th Avenue. Mixed-use commercial/industrial areas are located in two areas, one south of the Central Business district between Oregon Way, Industrial Way, Tennant Way and 3rd Avenue and the other area located north of Industrial Way at 38th Avenue; both locations will also allow for both regional retail and light industrial uses.

Economic forecasts have also shown continuing demand for community- and neighborhood-level commercial businesses designed to serve a collection of neighborhoods or an immediate neighborhood depending on location and scale. Community Commercial areas serve the residents and workers in the surrounding neighborhoods and are less intense and smaller in land area than Regional Commercial areas. Example uses are shopping centers with groceries, pharmacies, and specialty retail. Land classified as Community Commercial consists of

moderate-sized nodes within the city mostly found along Ocean Beach Highway or Oregon Way.

Several small pockets of land have been classified as Neighborhood/Convenience Commercial to account for existing small-scale business that provide goods and services to people in the immediate neighborhood such as in the old Westside. Examples of uses include a convenience size market, dry cleaners, and other small retail stores. Typically, Neighborhood/Convenience areas are located on one corner of an intersection or consist of a few lots along a neighborhood collector. The Neighborhood/Convenience Commercial land use classification should not expand beyond the land depicted on the FLUM, except in limited instances where it can be demonstrated that the expansion will be in scale and compatible with the neighborhood and not adversely impact the area.

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.

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.

This section focuses on community character and means to enhance Longview’s quality of life including development quality, land use compatibility, street connections, gateways to Longview and wayfinding around Longview, and waterfront development.

Development Quality

In order to preserve and improve the quality of life in Longview, there is a higher expectation about the quality of new development and redevelopment occurring in the City. With more scrutiny of building design and site layout, there is a need for better definition of design expectations for all projects, and to understand and relate

to the surrounding natural and built environment. The City's land use regulations and review processes should be revised to promote design excellence while allowing for creativity and flexibility. Buildings should contribute to the surrounding context; be of a high-quality, cohesive design with a scale and design that is comfortable to the pedestrian; contribute to adjacent public spaces; and create a hospitable environment. "High quality" design does not need to equate to "expensive." Rather, it means having the attributes of good design (e.g., well-proportioned, thoughtfully detailed, aesthetically pleasing). For instance, buildings should have solidity and permanence and consist of durable building materials, front doors should face the street or public open spaces, and buildings should be designed to be flexible for changes in use over time.

New or revised development and design standards should incorporate form-based zoning provisions. A form-based zoning code allows market demand to determine the mix of uses, within the constraints of building type set by the community in a specified area. Through form-based zoning, the City establishes areas of building type and allows more flexibility over time to accommodate a variety and changing uses (e.g., over time, a warehouse can be converted to retail or work-live units). With form-based zoning, the look and layout of a street is carefully controlled to reflect neighborhood scale, parking standards, and pedestrian accessibility; but building owners and occupants are allowed greater flexibility to determine how the buildings will be used.

Land Use Compatibility

As the City continues to grow, land use incompatibility between adjacent uses and/or between various land use districts should be addressed in policies as well as with new and revised development and design standards in the Zoning Ordinance. Incorporation of design standards and enhancing existing development standards will be important actions in the creation of a more visually pleasing and compatible development and providing a transition between uses.

Connectivity

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.

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. Figure 2-1 shows key gateway locations at major entryways to the City on Ocean Beach Highway, Oregon Way and SR 411.

Development of these gateways, along with improved streetscape standards, is important because they provide some of the most enduring visual impressions of Longview. Visual impressions of Longview by visitors and residents are usually formed as one enters the City and experiences a series of “views from the road.” The quality of Longview’s gateways and streetscapes leaves an important impression on visitors and residents alike. The current 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.

Gateways should be established at entry points into the City. Gateways should incorporate a combination of the following design elements:

- identity and welcome signage to reinforce Longview’s identity and promote its unique qualities;
- unified graphic and architectural treatment of logos, color, and construction materials; and
- distinctive landscaping treatments to reinforce the image of a superior design quality at each gateway.

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.

Gateway policies are provided in this Land Use Element; however, the Economic Development Element contains additional goals and policies associated with the development of gateways as a key implementation item for the City's economic growth.

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. Depending on the scope, the wayfinding system could be incorporated into a sign code and accomplish the following:

- Guide pedestrians and motorists to key destinations in Longview.
- Reinforce gateways at entrances to Longview, as well as key internal decision points, through use of a variety of environmental clues, including structures, landscaping, sidewalk design features, public art, banners, and signage, as appropriate, to designate passage into a district or neighborhood and provide directions.
- Improve smaller, internal gateways with a combination of plant materials; buildings, walls, and fencing that indicate passage into a district/neighborhood.
- Regulate sign size and placement and encourage the removal of obsolete signs in a timely manner.
- Enhance the Citywide pedestrian network, repairing broken sidewalks and building sidewalks or walkways where there are none.
- Connect neighborhoods to the Downtown core, to the waterfront, as well as to schools, parks, the library, and other community amenities.

Wayfinding policies are addressed in this Land Use Element as well as the Economic Development Element.

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. The FLUM designates some waterfront areas for mixed-use development, which will promote public access and water oriented uses.

Joint Planning

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 inquires 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.

Future Land Use Map

The Future Land Use Map (FLUM) classifies all land in the Longview planning area 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 (Figure 2-2).

The following land use classifications 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. It is emphasized that 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 above 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 Comprehensive Plan’s Future Land Use Map. 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 6 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 6 and 8 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, 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 Central Business District (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 map classification serves to recognize the Downtown and Triangle Shopping Center as an area 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, and 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.

Land Use Goals, Objectives, and Policies

The Land Use Goals, Objectives and Policies cover a broad spectrum of issues. They are divided into several sections to make it easier to find the policies relating to a specific issue. However, it is important to note that all of the Goals, Objectives, and Policies function together as a coherent and comprehensive vision of future growth in the community. Furthermore, there are applicable goals, objectives and policies in other elements of this Comprehensive Plan that also relate to land use and development.

Development Balance

- Goal LU-A** To encourage orderly, efficient, and beneficial development of land within Longview while maintaining a balance of business and residential uses within the City.
- Objective LU-A.1** Establish a process to comprehensively review and revise the Comprehensive Plan and land development regulations no less frequently than every 7 years. Allow for individual area specific requests more frequently to adapt to changing conditions.
- Policy LU-A.1.1** Evaluate household and employment forecasts no less frequently than every 7 years to ensure that land use policies based on previous assumptions are current.
- Policy LU-A.1.2** Provide a variety of residential zoning districts at different densities to meet the needs of different households in the community.
- Policy LU-A.1.3** Maintain a supply of land available for commercial or industrial uses important for Longview's economic vitality consistent with the Economic Development Element.
- Policy LU-A.1.4** Integrate non-residential uses such as governmental, utility, religious, social, and other institutional uses, where appropriate, to create a quality community which has a full range of public facilities and services. These uses should be sited, designed, and scaled to enhance and be compatible with the surrounding natural and built environment.
- Policy LU-A.1.5** Facilitate redevelopment of existing developed land when appropriate. Encourage infill development on vacant or underdeveloped land within the City.
- Policy LU-A.1.6** Process requests for rezones together with requests to amend the Future Land Use Map, as required.
- Policy LU-A.1.7** Further citizen participation in city government. Continue to ensure that citizens have full opportunity to be heard and to participate in city governmental affairs.

Compatibility

- Goal LU-B** To ensure that the location and design of new development is appropriate in type, density, and location considering existing

land use patterns, capacity of public facilities, natural characteristics of the land, and the vision of the community.

Objective LU-B.1 By the end of 2007, prepare regulations addressing desired and acceptable buffering of uses and other design techniques that soften impacts, ensure compatibility, and provide a transition between uses.

Policy LU-B.1.1 Require higher intensity development such as commercial or industrial uses with greater heights or activity levels to provide an appropriate transition between lower intensity uses such as residential districts; this may be accomplished by a variety of means, alone or in combination, including landscaping, buffers, berms, fencing, increased setbacks, building design, and location.

Policy LU-B.1.2 Develop and apply performance standards in all City zoning codes for all industrial uses addressing noise, vibration, air quality, sewer and waste disposal, heat, lighting and glare, hazardous materials containment, storage, traffic and similar topics.

Objective LU-B.2 By the end of 2009, adopt and amend development regulations to ensure that all applications for planning project approval are evaluated for consistency with the Comprehensive Plan and compliance with all applicable City codes. Requirements should provide for appropriate standards and review processes to achieve developments that integrate into surrounding neighborhoods and link to City facility and utility systems. Phase the preparation of regulations according to City priorities established in annual work programs, as appropriate, consistent with Objective LU-C.1.

Policy LU-B.2.1 Updates to the land use, zoning and subdivision regulations should encourage and facilitate the following:

- preservation of historic and natural features;
- connectivity including pedestrians, and motorized and non motorized transportation;
- creation of useable open space, community space and community facilities; and
- high-quality design and development.

Policy LU-B.2.2 New development and substantial redevelopment should provide the following improvements:

- paved streets (and alleys if appropriate), and pedestrian facilities;
- adequate parking consistent with local transit service levels;
- street lighting, street trees and landscaping;
- underground utilities;
- stormwater control;
- public water supply; and
- public sewers.

Policy LU-B.2.3 If development of land and its intended use will adversely affect or overload adjacent or nearby public properties, facilities, or services, require the proponent of such development or use to bear its fair share of the cost of repair and/or improvement of the affected properties, facilities, or services.

Policy LU-B.2.4 Consider the impacts of a proposed development on other more citywide public facilities and services, such as existing park and recreation facilities, schools and transit operation, and the need for future capital improvements.

Urban Design

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

Objective LU-C.1 By December 2009, adopt and implement Citywide development and/or design standards that improve the quality of residential, commercial, mixed-use, industrial, and public developments. As appropriate, include flexible land use management techniques such as "form-based zoning" when necessary to meet specific design goals in unique areas. Topics to address in standards should include building location and height; building modulation, access and circulation; landscaping and lighting; and other related topics. Design standards could be incorporated into zoning regulations and reviewed through a site plan review process. Phase the preparation of development/design standards

according to city priorities established in annual work programs. Phases include:

- Industrial developments by the end of 2007;
- Residential developments by the end of 2008; and
- Commercial, mixed use, and public developments by the end of 2009.

Objective LU-C.2 For streetscapes, develop gateway and boulevard plans by 2011, consistent with the Economic Development Element. Develop local streetscape standards by 2009. Consider the following landscaping and signage features in the streetscape plans for local and arterial streets:

- Support a comprehensive street and landscaping plan that will enhance the City's streetscape, provide identity and continuity, soften the appearance of pavement, and separate pedestrians from vehicular traffic; and
- Develop a public signage and wayfinding system throughout the City that reinforces the identity of Longview and its distinct neighborhoods.

Policy LU-C.2.1 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.2.2 Encourage the use of design features to soften the public right-of-way and sidewalk environment as appropriate. These features may include, but are not limited to, street trees, landscaping, water features, raised planter boxes, potted plantings, pedestrian-scaled lighting, street furniture, paving treatments, medians, and the separation of pedestrians from traffic.

Policy LU-C.2.3 Ensure that private development, public facilities, and corridor improvement projects provide sidewalks (on both sides where possible) along streets. Curbs and gutters should be installed along arterials, collector streets, and local streets to enhance pedestrian safety and control surface water runoff. Developments that incorporate techniques to reduce impervious surfaces may modify street, sidewalk, curb and other similar requirements when developed in accordance with City land use and stormwater regulations addressing low-impact development.

- Policy LU-C.2.4 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.2.5 Whenever new streets are constructed or new utilities are added to existing streets, place overhead utilities underground.
- Policy LU-C.2.6 Connect neighborhoods to the Downtown core, the waterfront, and schools, parks, libraries, and other community amenities.
- Policy LU-C.2.7 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.
- Policy LU-C.2.8 Allow the grid pattern to be adjusted to a “flexible grid” by reducing the number of linkages or the alignment between roads, where the following factors are present on site:
- a. infeasible due to topographical/environmental constraints; and/or
 - b. substantial improvements exist.
- Policy LU-C.2.9 Allow signage that provides for business visibility while enhancing the visual character and impact of the City.
- Policy LU-C.2.10 Consider developing zoning regulations that are form based. Form-based zoning would have simple and clear graphic standards for building height, how a building is placed on site, and building elements (e.g., location of windows, doors) to control development. Land uses suited to a building type and neighborhood would be permitted. Land use is regulated using broad parameters that can better respond to market economics, while also prohibiting undesirable uses.
- Policy LU-C.2.11 Enhance the visual character of buildings by means of architectural design and landscape elements to create a human scale.
- Policy LU-C.2.12 Use site design, landscaping, and appropriate lighting to reduce the visual impact of parking lots to public areas.
- Policy LU-C.2.13 As appropriate, require public and/or private open space to be incorporated into new development to provide for active and passive recreation; a separation between potentially conflicting

uses; preservation of critical areas; and adequate light, air, and privacy.

- Policy LU-C.2.14** 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.

Neighborhood Preservation and Renewal

- Goal LU-D** To maintain stability and improve the vitality of neighborhoods through adherence to and enforcement of the City’s land use regulations.

- Objective LU-D.1** Hold public meetings and/or conduct outreach to neighborhoods to develop planning strategies that will preserve and revitalize Longview’s neighborhoods. These meetings or outreach activities can be rotated annually based on priorities the City may develop in the biennial budget. The outreach may be combined with other programs such as neighborhood block watches.

- Objective LU-D.2** By 2010, adopt housing maintenance standards for residential structures regarding basic equipment, facilities, sanitation, fire safety, and maintenance. These should include establishing and enforcing minimum standards of maintenance of outdoor areas and adjacent rights-of-way.

- 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. Techniques could include, but are not limited to fast track permitting, educational materials about available weatherization programs, or others.

- 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, by the beginning of 2008, to provide regulations and standards, which allow for a wide range of housing choices to meet the changing needs of the community. Consider the following when revising residential regulations:
- Consider establishing minimum densities for different residential zoning districts as appropriate to ensure that the intended residential types are developed and to avoid sprawl;
 - Allow “exceptions” from minimum density requirements where there are significant critical areas, and
 - Allow 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.3.2** Provide for a variety of compatible housing types in the Traditional Neighborhood Development and Medium Density Residential districts by allowing for second units, cottage clusters, courtyard housing, townhouses, zero lot-line or common wall design. Housing designs should ensure compatibility with single detached dwellings.
- Policy LU-D.3.3** As appropriate to the district, support the development of incentives for mixing of housing types, clustering around open space, preservation of critical areas, 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.3.5 Encourage affordable ownership and rental housing through the allowance of apartments, townhouses, senior housing, assisted living facilities, manufactured/mobile home parks and other similar housing types.
- Policy LU-D.3.6 Promote housing in the upper stories of Downtown buildings and in other appropriate mixed use developments.
- Policy LU-D.3.7 Allow home occupations if they are resident owned and operated and compatible with residential uses.
- Policy LU-D.3.8 New multi-family 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; or
 - 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.
- Objective LU-D.4 By December 2008, develop a handbook that provides design standards, in text and illustrations, for alternative lot and subdivision design, including single-family houses on small lots, second units, cottage clusters, courtyard housing, and townhouses.
- Policy LU-D.4.1 Encourage a variety of residential site and building designs that are compatible and consistent with surrounding development and that implement the policies of this Plan.
- 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.
- Policy LU-D.4.4 Promote designs and layouts of lots that allow buildings to take advantage of solar radiation for space and water heating.

Industrial, Commercial, and Mixed Use Areas

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

Objective LU-E.1 By December 2007, the City should prepare updated land use regulations consistent with the Comprehensive Plan that will guide the appropriate type, density and design of land uses in industrial, commercial, and mixed-use districts in conformance with the Land Use, Natural Environment, and Economic Development Elements.

- Policy LU-E.1.1 Preserve industrial land with good water, rail, and/or truck access.
- Policy LU-E.1.2 Allow a mix of heavy commercial and light industrial uses either to recognize existing districts or to recognize opportunities to diversify the City's economic base in appropriate locations.
- Policy LU-E.1.3 Ensure zoning regulations accommodate a range of allowable business and commercial uses in appropriate locations at the neighborhood, community, and regional levels.
- Policy LU-E.1.4 Avoid continuous commercial zoning along arterials; instead, create pedestrian-friendly commercial clusters in easily accessible locations.
- Policy LU-E.1.5 Maintain areas for neighborhood commercial uses designed to serve neighborhoods, recognizing their multiple roles: serving residents' needs, acting as community gathering places, and helping to establish a neighborhood's identity.
- Policy LU-E.1.6 Require high-traffic generating land uses to be accessed from arterials whenever possible.
- Policy LU-E.1.7 Ensure commercial buildings front on a public or private street. Building facades should relate to the street and clear pedestrian entries should be provided from the street and parking areas.

Exceptions may be allowed for planned malls or commercial clusters, such as Triangle Mall.

- Policy LU-E.1.8 Encourage the development of housing within the Central Business District and the Mixed Use – Residential/Commercial Planned Developments.
- Policy LU-E.1.9 Cooperate with the business community in the revitalization of Longview’s Downtown. Support and promote the implementation of the Longview Downtown Plan.
- Policy LU-E.1.10 Encourage proponents of regional uses to take advantage of available land that is in existing developed areas wherever possible.
- Policy LU-E.1.11 Promote the provision of childcare facilities throughout the City. Childcare centers should be allowed in all commercial and mixed-use districts. Allow family childcare homes in residences in all single-family land use districts.
- Policy LU-E.1.12 Where feasible, promote public access and recreation uses on the Cowlitz and Columbia rivers in conjunction with employment uses, mixed uses, and public facilities in accordance with the Shoreline Master Program.
- Policy LU-E.1.13 Provide opportunities for water enjoyment uses such as mixed use commercial/office, retail, hotels/resorts, recreation, and other similar development offering opportunities for Longview citizens to enjoy its waterfront, consistent with the Land Use Element and Shoreline Master Program.
- Policy LU-E.1.14 New or expanded Regional and Community Commercial classifications should be:
- a. Located along principal arterials. Existing or planned transportation capacity should be adequate to accommodate projected travel demand. Intersections should be free from congestion problems resulting from topography or poor road design;
 - b. Located to provide convenient shopping for the community as a whole if Regional Commercial or nearby neighborhoods if Community Commercial;
 - c. Strategically located to maximize the potential success of the hierarchy of commercial classifications including the Central Business District and other established centers.

- d. Sized appropriately to accommodate sufficient land to accommodate business and service needs;
- e. Located in areas with current or planned pedestrian access; and
- f. Expanded when it can be demonstrated that the areas and intended uses meet the intent and purpose of the district as described in this element, conditions have changed since the original commercial classification boundaries were determined, and there is a demonstrated community need based on lack of available land or parcel sizes.

Policy LU-E.1.15 Requests to expand Neighborhood Convenience Commercial land use classification beyond what is included on the FLUM in should demonstrate that they meet the following criteria:

- a. The property size and proposed range of uses meet the intent and purpose of the district as described in this Element to permit small-scale business uses and services that serve the personal needs of the immediate population in surrounding neighborhoods;
- b. The property is within one-quarter mile of existing or planned residential concentrations that the uses will serve;
- c. The property is, to the extent possible, outside of the trade areas of other small-scale commercial uses offering comparable goods and services;
- d. The property is contiguous to a street no smaller than those classified at the collector level; and
- e. The small-scale uses of Commercial Neighborhood designated areas should not increase in intensity so that the character of the commercial area or that of the nearby residential area is changed.

Annexation and Joint Planning

Goal LU-F To further coordinate planning and decision making among the City, 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-F.1** By December 2008, the City should coordinate with Cowlitz County and revise existing agreements or enter into a new agreement with the County to ensure consultation and review of proposed development within the Planning Area is consistent with the City’s Vision and Comprehensive Plan.
- Policy LU-F.1.1** Encourage Cowlitz County to adopt Longview’s land use designations and regulations for land within the PAB.
- Policy LU-F.1.2** Ensure that areas annexing to the City are:
- contiguous to city limits;
 - within the City sewer and water service areas and within the Longview PAB;
 - serve to promote development close to the general core area of the City;
 - contribute to the consolidation and regularization of city limits;
 - use natural or manmade boundaries that are readily identifiable in the field, such as roads/freeways, railroads, ditches, waterways, wetlands, and ridges; and
 - include or exclude an entire neighborhood, rather than dividing portions of the neighborhood between City and County jurisdictions.
- Policy LU-F.1.3** Ensure that a proposed annexation does not create odd-shaped “arms” or make for unincorporated arms or “islands” surrounded by City limits.
- Policy LU-F.1.4** 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-F.1.5** 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-F.1.6 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-F.1.7 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-F.1.8 Encourage and promote the consolidation and regularization of city limits in the general area of West Longview along Ocean Beach Highway.
- Policy LU-F.1.9 Upon annexation, require properties to assume Longview Comprehensive Plan land use designations and zoning.

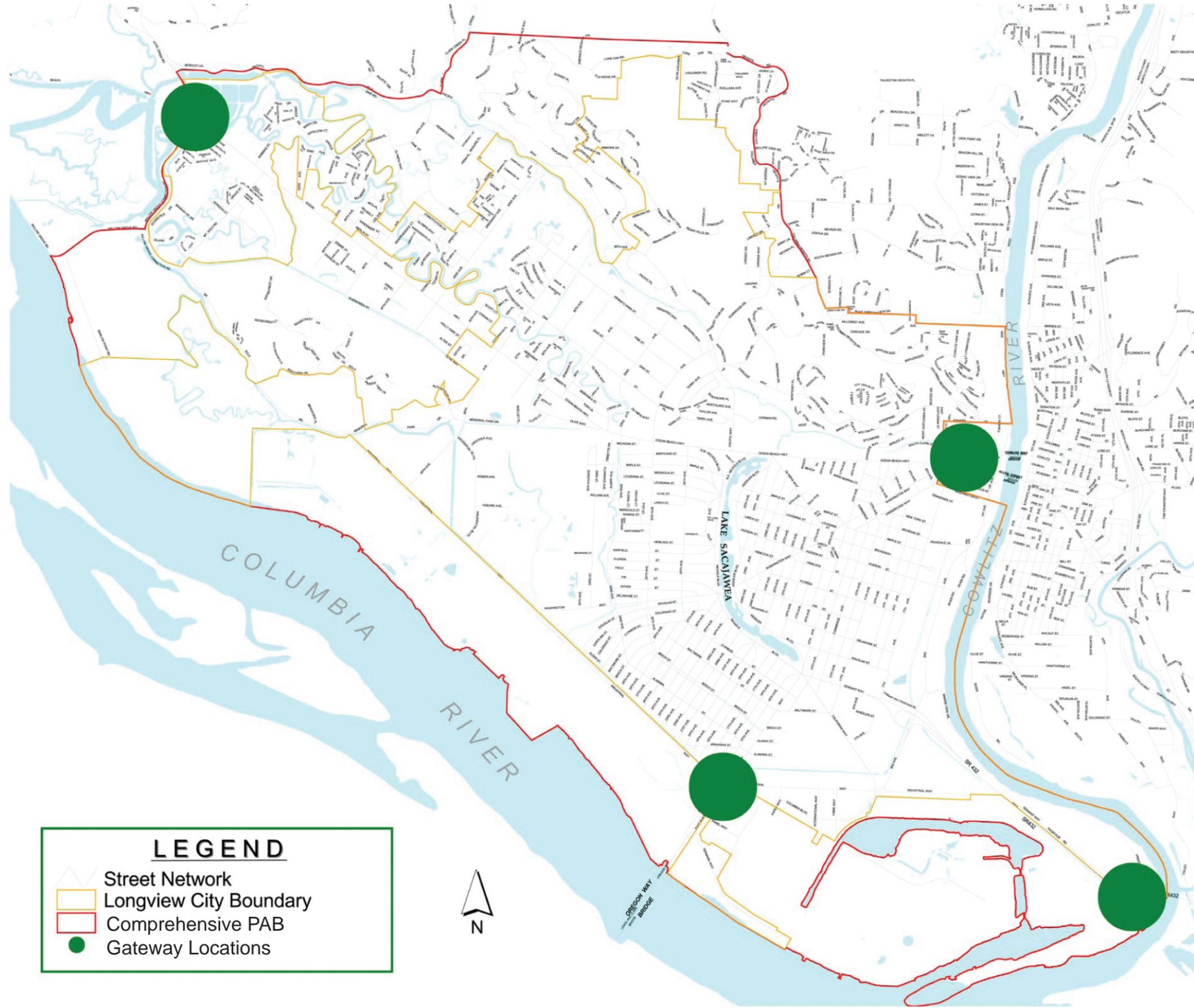
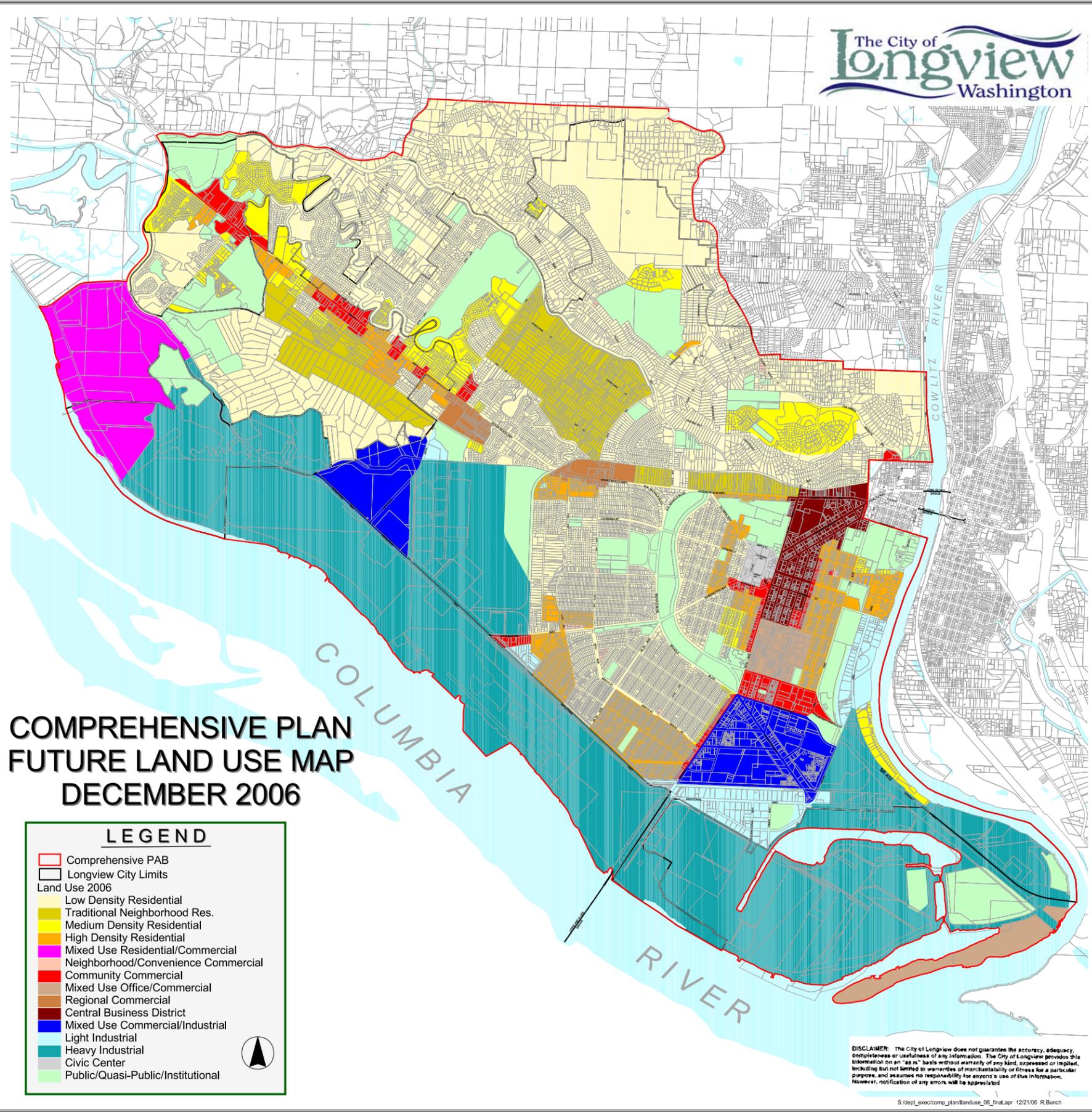


Figure 2-1
 Gateway Locations
 City of Longview Comprehensive Plan
 December 2006



**COMPREHENSIVE PLAN
FUTURE LAND USE MAP
DECEMBER 2006**

LEGEND	
	Comprehensive PAB
	Longview City Limits
	Land Use 2006 Low Density Residential
	Traditional Neighborhood Res.
	Medium Density Residential
	High Density Residential
	Mixed Use Residential/Commercial
	Neighborhood/Convenience Commercial
	Community Commercial
	Mixed Use Office/Commercial
	Regional Commercial
	Central Business District
	Mixed Use Commercial/Industrial
	Light Industrial
	Heavy Industrial
	Civic Center
	Public/Quasi-Public/Institutional

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Source: City of Longview GIS

