City of Longview
Comprehensive Plan 2018

City of Longview 2018 Comprehensive Plan
City of Longview, Washington

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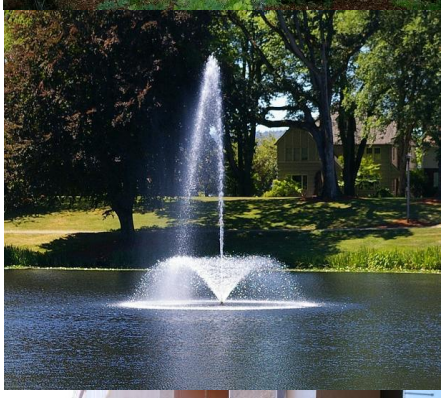

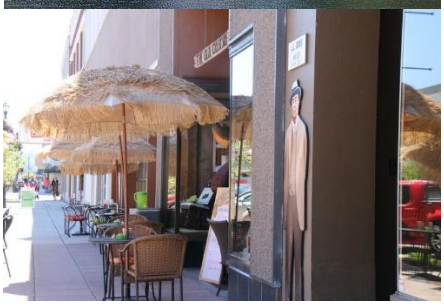

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List of Acronyms and Abbreviations

ADU	Accessory Dwelling Unit
ALS	Advanced Life Support
ACS	American Community Survey
ADA	Americans with Disabilities Act
BLS	Basic Life Support
BHWSD	Beacon Hill Water and Sewer District
BAS	Best Available Science
BPA	Bonneville Power Administration
CIP	Capital Improvement Plan
CIP	Capital Improvement Program
Cascade	Cascade Natural Gas Corporation
CBD	Central Business District
CLG	Certified Local Government
CSU	Community Services Unit
CEDS	Comprehensive Economic Development Strategy
CDID	Consolidated Diking Improvement District No. 1
CTA	Cowlitz Transit Authority
CWCOG	Cowlitz-Wahkiakum Council of Governments
CPTED	Crime Prevention Through Environmental Design
CIU	Criminal Investigations Unit
cfs	cubic feet per second
CAC	Customer Advisory Committee
DLC	Donation Land Claim
DAC	Downtown Advisory Committee
EMS	Emergency Medical Services
FMP	Facilities Master Plan
FEMA	Federal Emergency Management Agency
FHFA	Federal Housing Finance Agency
FIRMs	Flood Insurance Rate Maps
FMSIB	Freight Mobility Strategic Investment Board
FLUM	Future Land-Use Map
HSIP	Highway Safety Improvement Program
HART	Housing Affordability Response Team
HUD	Housing and Urban Development
HPI	Housing Price Index
IRP	Integrated Resource Plan
I-5	Interstate 5

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LOS	Level of Service
LiDAR	Light Detection and Ranging
LED	Local Employment Dynamics
LID	Local Improvement District
LFD	Longview Fire Department
LPD	Longview Police Department
LCC	Lower Columbia College
LID	low-impact development
MW	megawatts
MPO	Metropolitan Planning Organization
MTIP	Metropolitan Transportation Improvement Program
mgd	million gallons per day
MFRWTP	Mint Farm Regional Water Treatment Plant
MPA	Metropolitan Planning Area
MRSC	Municipal Research and Services Center
NFPA	National Fire Protection Association
NHPP	National Highway Preservation Program
NIBRS	National Incident-Based Reporting System
NPDES	National Pollutant Discharge Elimination System
NIMBY	"Not in my backyard"
Northwest Council	Northwest Power Planning Council
OFHEO	Office of Federal Housing Enterprise Oversight
OFM	Office of Financial Management
PAB	Planning Area Boundary
PERF	Police Executive Research Forum
PHS	Priority Habitat and Species
Cowlitz PUD	Public Utility District No. 1 of Cowlitz County
SAW	Secure Access Washington
SEPA	State Environmental Policy Act
SMA	Shoreline Management Act
SMP	Shoreline Master Program
SWMP	Solid Waste Management Plan
SWRTPO	Southwest Washington Regional Transportation Planning Organization
SBCTC	State Board for Community and Technical Colleges
SR	State Route
STIP	Statewide Transportation Improvement Program
SWMP	Stornwater Management Program
SCU	Street Crimes Unit

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STP-BR	Surface Transportation Block Grant Program -- Bridge Set-Aside
STP	Surface Transportation Block Grant Program -- Regional
TA	Surface Transportation Block Grant Program -- Set Aside (formerly Transportation Alternatives)
TRRWA	Three Rivers Regional Wastewater Authority
TRRWTP	Three Rivers Regional Wastewater Treatment Plan
TMDL	total maximum daily load
TIB	Transportation Improvement Board
TIP	Transportation Improvement Program
UCR	Uniform Crime Reporting
UGA	Urban Growth Area
UTC	Utilities and Transportation Commission
ULID	Utility Local Improvement District
WASPC	Washington Association of Sheriffs and Police Chiefs
WISAARD	Washington Information System for Architectural and Archaeological Records
DFW	Washington State Department of Fish and Wildlife
DNR	Washington State Department of Natural Resources
WSDOT	Washington State Department of Transportation
WTSC	Washington Traffic Safety Commission
WAWARN	Washington Water/Wastewater Agency Response Network
GMA	Washington's Growth Management Act
WRIA	Water Resource Inventory Area

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Chapter 1. Introduction

Purpose

What is a Comprehensive Plan?

A comprehensive plan is an official policy document that guides decisions related to a community's physical, social, and economic growth. Longview's 2018 comprehensive plan update guides future public growth, development, and decision-making through the year 2040. The plan provides direction for how the area will grow and evolve over time and establishes the goals, objectives, and policies that the City should pursue to improve its quality of life, preserve and promote the community's assets, and ensure that Longview is an attractive, safe, and prosperous place to live and work now and into the future.

A comprehensive plan is not, in itself, a set of regulations; rather, it a guiding document that is implemented through development regulations such as the City's zoning code, public investments, and subsequent policy decisions.

What Are the Benefits of Comprehensive Planning?

A comprehensive plan is beneficial because it provides a road map for how a city will grow. Planning helps to produce better communities, healthier environments, and stronger economies. A well-planned community provides compatible land uses, a range of housing, appropriate commercial and industrial lands, an efficient and functional transportation network, and adequate public facilities and parks; and it protects its environmental and historic resources. The plan is an effective management tool for the City. Through its goals, objectives, and policies, the plan provides the opportunity for community-defined direction and offers property owners greater predictability.

Effective Management Tool

For the comprehensive plan to be an effective management tool, the City must plan for the future by analyzing today's growth and development patterns and determining priorities for future capital improvements and investments. The plan offers City leaders a basis for making more informed

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choices about the community's future that will ideally result in more orderly and predictable growth and cost-effective delivery of services. A comprehensive plan typically has a 20-year planning horizon and provides continuity for future decision-making, despite fluctuations in the local economy or turnover in leadership. The horizon for the Longview Comprehensive Plan is the year 2040.

Community-Defined Direction

A comprehensive plan allows residents, property owners, business owners, and others to take control over their destiny as opposed to reacting to changes around them. The planning process offers the opportunity for the public to share its vision, concerns, and targeted opinions about the city's future direction, including preserving the characteristics that make Longview unique.

Greater Predictability

A comprehensive plan provides greater predictability to private property owners, businesses, and developers in making long-term decisions about the future use and enjoyment of their property. The plan can inform land investments by defining the general location, direction, type, and extent of residential, commercial, and industrial development into the future.

Why Should We Keep Updating the Comprehensive Plan?

A comprehensive plan should be a living document that is updated periodically to reflect a community's own evolution – its changing development patterns, population, market and employment trends, and necessary services. Through the comprehensive plan, the City plans for its existing population as well as future population growth to provide adequate housing, roads, parks, utilities, and services. The City's previous comprehensive plan was adopted in 2006, and before that in 1993. Since then, the population has changed, new development has taken place, and local businesses and industries have changed.

The plan has been updated to reflect these changing conditions and to reassess population and employment trends. This update will help to address evolving community issues.

What Laws Govern Comprehensive Planning?

Washington's Growth Management Act (GMA – Title 36.70A RCW) was adopted in 1990. Certain counties are required to plan under and meet specific requirements of the GMA. However, others only need to meet minimal requirements. At the time GMA was passed, Cowlitz County "opted out" of the GMA requirements because it did not meet the population criteria that would require full planning. As such, the County and its incorporated cities are regarded as "partially planning." They are still required to undertake planning for natural resource lands and critical areas, including a critical areas ordinance based on best available science that addresses aquifer protection areas, flood hazards, geologic hazards, fish and wildlife conservation areas, and wetlands.

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As a "code city," Longview is also governed by Title 35A RCW, which includes certain planning requirements. At *minimum*, the plan must include "a recommended plan, scheme, or design for each of the following elements:

> (1) A land-use element that designates the proposed general distribution, general location, and extent of the uses of land. These uses may include, but are not limited to, agricultural, residential, commercial, industrial, recreational, educational, public, and other categories of public and private uses of land. The land-use element shall also include estimates of future population growth in, and statements of recommended standards of population density and building intensity for, the area covered by the comprehensive plan. The land use element shall also provide for protection of the quality and quantity of groundwater used for public water supplies and shall review drainage, flooding, and stormwater runoff in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute Puget Sound or waters entering Puget Sound.
> (2) A circulation element consisting of the general location, alignment, and extent of existing and proposed major thoroughfares, major transportation routes, and major terminal facilities, all of which shall be correlated with the land-use element of the comprehensive plan."[1]

Planning Area Boundary (PAB)

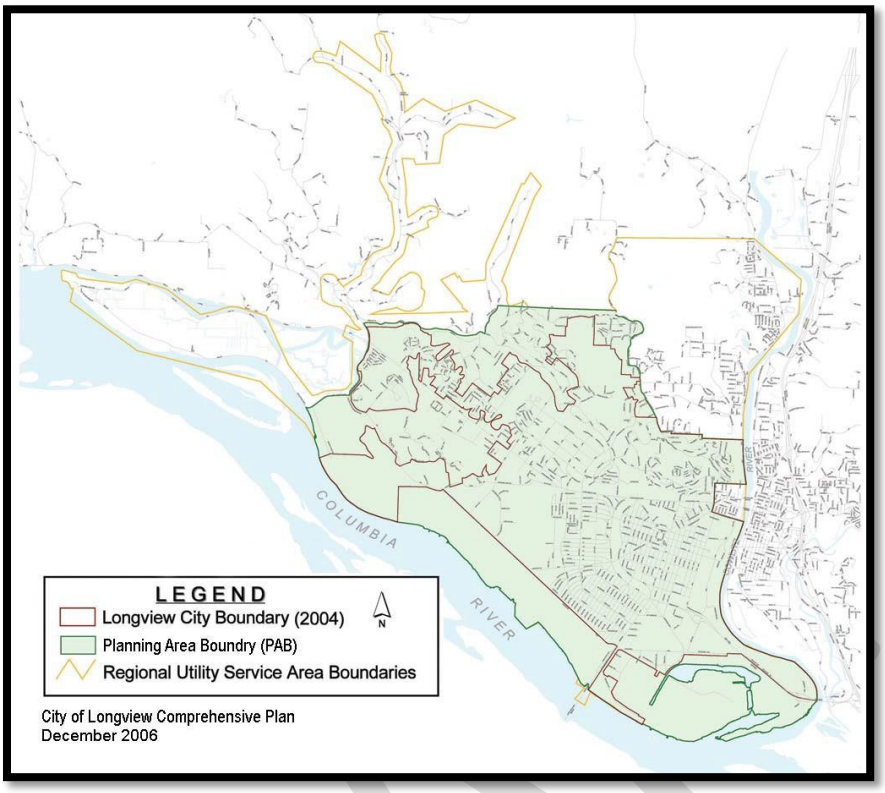
One fundamental aspect of the GMA is the establishment of urban growth areas (UGAs). A UGA includes both currently incorporated lands (cities and towns) as well as unincorporated (county) area where urban-scale development is expected to occur, and urban services are expected to be provided, in the succeeding planning period. Typically, UGAs also serve as future annexation areas.

By virtue of its "partially planning" status, Cowlitz County isn't required to establish UGAs and has done so only in limited circumstances. Longview's comprehensive plan uses the approach of UGA planning by establishing a planning area boundary (PAB) that includes the City limits and certain unincorporated area. Detailed analysis for the comprehensive plan is focused on properties already within the city limits, but a second layer of analysis focuses on the unincorporated portion of the PAB area adjacent to the City limits (Figure 1-1).

The PAB includes lands where urban services are already provided or can be provided over the planning horizon. The City has a logical interest in guiding the land use and development patterns immediately outside City limits to ensure efficient provision of services and cost-effective capital improvements.

[1] RCW 35A.63.061

Figure 1-1. Planning Area Boundary



Source: City of Longview GIS

Citizen Participation

Public participation has been an essential component throughout the comprehensive plan update process. Key public outreach opportunities to date include the following:

- October 17, 2016, SR 411/First and Third Ave Forum, McClelland Arts Center, 951 Delaware Street, Longview, WA
- November 29, 2016, Barlow Point/Lagoons Forum, Mt Solo Elementary School, 5300 Mt Solo Rd, Longview, WA
- March 15, 2017, Regional Commercial Forum, Mint Valley Elementary School, 2745 38th Ave, Longview, WA
- March 29, 2017, Highland Neighborhood Forum, St. Helens Elementary School, Longview, 431 27th Ave, Longview, WA
- September 25, 2017, Comprehensive Plan Open House, McClelland Arts Center, 951 Delaware Street, Longview, WA

City Vision

A vision statement expresses community values and ideas for the future and depicts in words, images, or statements what the community seeks to become—how it will look, function, and evolve over time.

Longview 2023: Our Preferred Future (rev. 2006) sets Longview's future vision. The City's vision emphasizes these priorities for Longview in the year 2023:

- **Community Character and Spirit**. Longview in 2023 is a mid-sized "All America" city. Characterized by volunteerism and unity, Longview is a great town in which to raise children or retire. Reduced crime, strong sports recreational programs, cohesive neighborhoods, care for all citizens, and appreciation of other cultures all contribute to a healthy community. A spirit of pride and celebration is the result.

- **A Vital Economy.** Longview in 2023 is a vibrant regional economic center. Support for traditional industries and health care services, a strengthened port, and flourishing new industries result from an environment that welcomes business. Tourism, improved productivity, and paperless business transactions through the use of applied technology reflect change and growth. A vital downtown that is safe, inviting, and historic complements the entire region.

- **Physical Environmental and Structure.** Longview in 2023 continues to be an attractive, carefully planned and well-maintained city. Tree-lined streets, parks, bike paths, river access, and quality housing make the city inviting. Multi-use neighborhood centers, new bridges, and a convention and conference center add to the physical environment.

- **Educational and Cultural Opportunity.** Longview in 2023 has become a successful learning community with world-class education and sports recreation programs for all ages and enhanced cultural arts as well. Excellent public schools, access to higher and vocational education, and a school-to-work transition program are the result of cooperative efforts by the schools and colleges, business, labor, government agencies and the City.

- **Regional Cooperation.** Longview in 2023 is a vital participant in regional cooperation on growth, transportation, and telecommunications issues, as well as economic development, education, utilities, public safety, and meeting the needs of families and youth.

A vision statement is important to the comprehensive planning process, because it gives us a big-picture view of Longview's community values and the qualities we hope to see in our communities. Many of the topics addressed in *Longview 2023* are directly tied to growth and development in the city. The comprehensive plan helps to realize this vision by addressing how Longview will develop over time and establishes the goals, policies, and programs that the City should pursue to improve the quality of life, preserve and promote the County's rural assets, and ensure that Longview is a safe and prosperous place to live and work now and into the future. Additionally, the City Council adopts a yearly set of initiatives that largely focus on physical aspects of the city and public services and investments.

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Implementing the Plan

The comprehensive plan will be implemented through the actions of City staff, the Planning Commission, City Council, and other boards or commissions. Objectives and policies will be carried out through the adoption and revision of regulations, including zoning and critical areas, annual budgeting and capital improvement programming, empowering neighborhood and community groups, and individual decisions on development proposals.

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Chapter 2. Land Use

Introduction

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

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

Existing Conditions and Trends

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

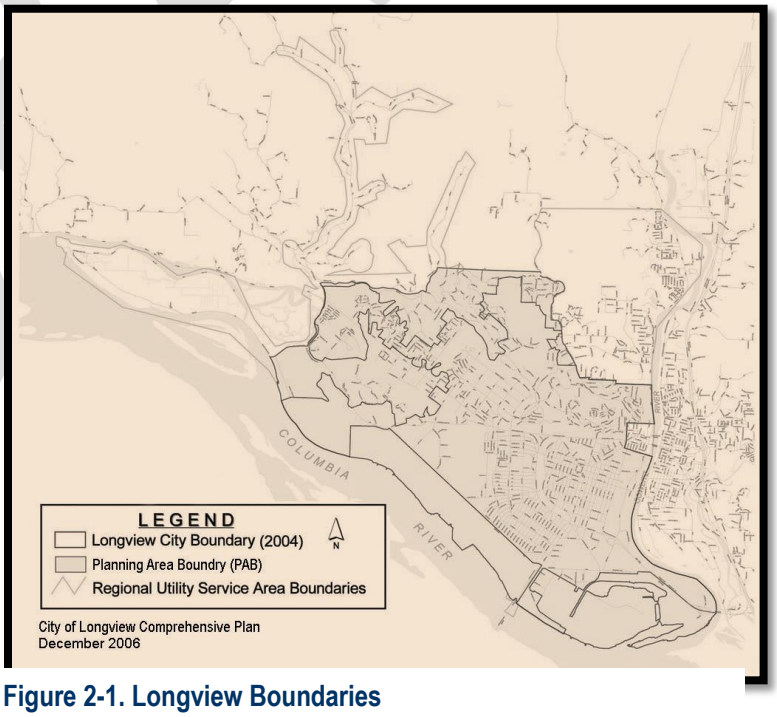

Figure 2-1. Longview Boundaries

The planning area boundary (PAB) includes the already incorporated city limits but also defines the unincorporated area around Longview where urban densities of development are encouraged, because development in this area can be efficiently serviced by public sewer and water systems. The area is based primarily on the location and amount of potentially developable land to which sewer and water services are already provided or can be provided. The unincorporated PAB also forms the logical future annexation area. Within the incorporated PAB, residential infilling of vacant lands is encouraged. For unincorporated lands within the PAB, the City should coordinate with Cowlitz County and special districts about land uses and service facilities. Sewer service to the

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furthest-reaching areas should be expected only over the long term.

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

Land Consumption by Type

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

Table 2-1. Land Use Comparison Longview and Unincorporated Planning Area Boundary

Existing Land Use Category	Total Acres City + PAB	Total Acres PAB Only	% of Total PAB Only	Total Acres City Limits	% of total City Limits	% of Total City +PAB
Single Family	3,921	1,185	23%	2,736	34%	30%
Multi-Family	344	40	1%	304	4%	3%
Commercial	551	41	1%	510	6%	4%
Industrial	2,989	2,471	48%	518	7%	23%
Public	1,861	277	6%	1,584	20%	14%
Farm/Forest Land	420	324	6%	96	1%	3%
Vacant	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 uses take up seven percent of the acreage within the city limits and 23 percent of the acreage within the entire PAB. Single-family residential use consists of approximately 34 percent of the land within the city and 30 percent of the entire PAB. Commercial uses are more common within the city limits, as would be expected, as is multi-family residential development. The already incorporated area houses the bulk of public land within the PAB, which represents 20 percent of land within the city and 14 percent of land within the entire PAB. The share of vacant land within the city (28 percent) is proportionately much greater than the lands surrounding the city (15 percent).

Some parts of unincorporated Cowlitz County are not currently zoned, including area within the PAB. Of the 5,112 acres outside of the current city limits but inside the PAB, only 1,666 acres have a zoning designation. The following table summarizes the lands within the PAB that are zoned.

Table 2-2. 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 on the following page shows the combination of the specific zoning designations into general use categories, demonstrating a fairly level split in land uses from 2006 to today.

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Table 2-3. 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[2]	447	5%	4%
Total	9,628	100%	100%

Source: Cowlitz-Wahkiakum Council of Governments, 2016

Vacant and Underutilized Land

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

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

[2] Includes Civic Center; Country Club District; County Fairgrounds District; and Riverfront District.

Figure 2-2. Existing Land Use Inventory

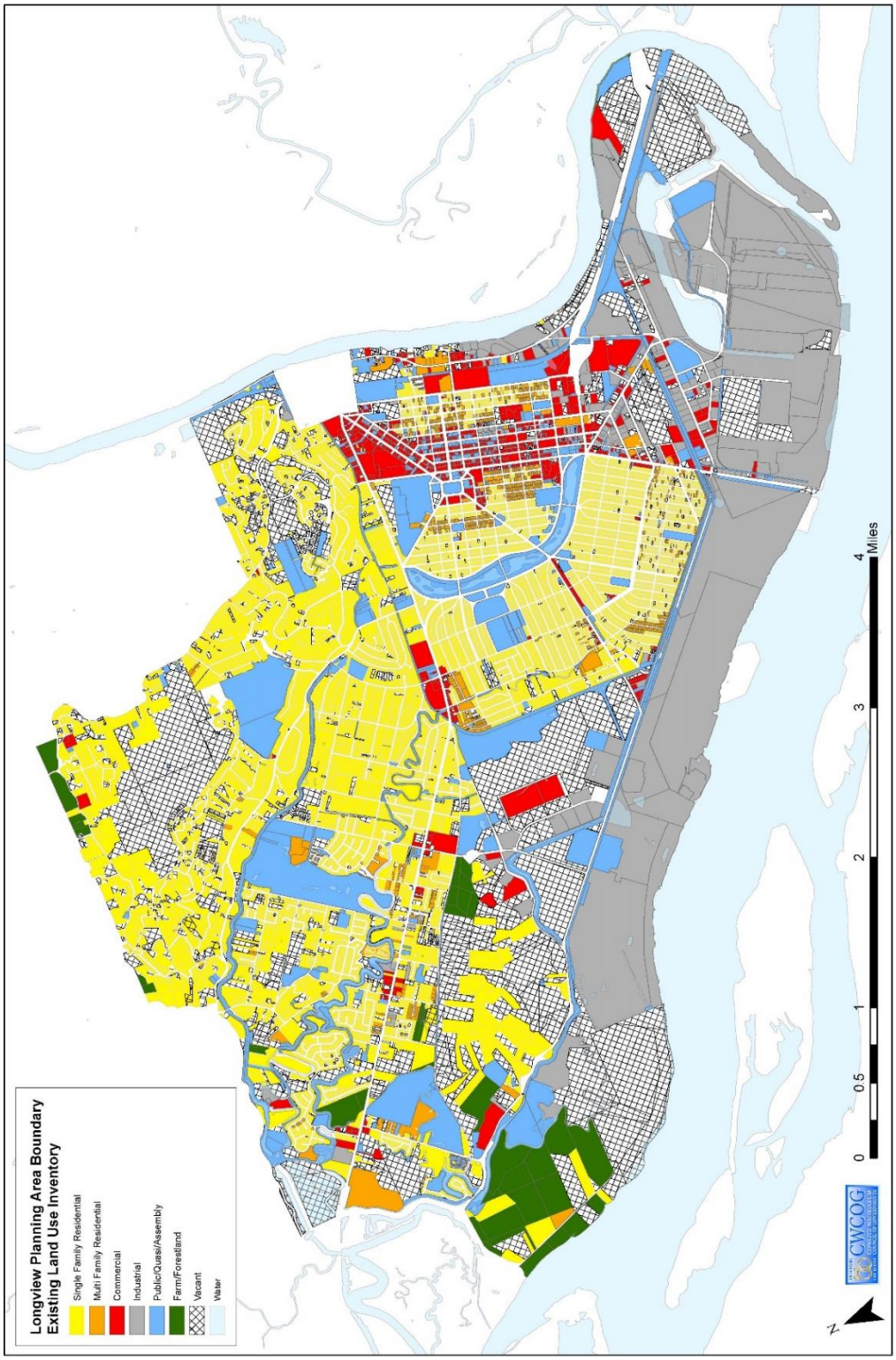

Table 2-4. Developable Vacant Lands, Longview Planning Area

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

Source: Cowlitz-Wahkiakum Council of Governments, 2016

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

Table 2-5. Vacant and Developable Land Area within Longview

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

Source: Cowlitz-Wahkiakum Council of Governments, 2016

An analysis of underutilized lands was conducted. These are properties that are developed, but may not have been developed to their fullest potential under the current zoning. Parcels within the PAB were included where the improved value was 50 percent or less than the land value.[3] A total of 1,018 parcels containing over 2,557 acres was identified as underutilized.

This analysis looks at underutilized parcels by land-use category, as there is already some degree of

[3] Same threshold used in the 2015 West Kelso Subarea Plan.

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

Table 2-6. Underutilized Lands, Longview Planning Area

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

Source: Cowlitz-Wahkiakum Council of Governments, 2016

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

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

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

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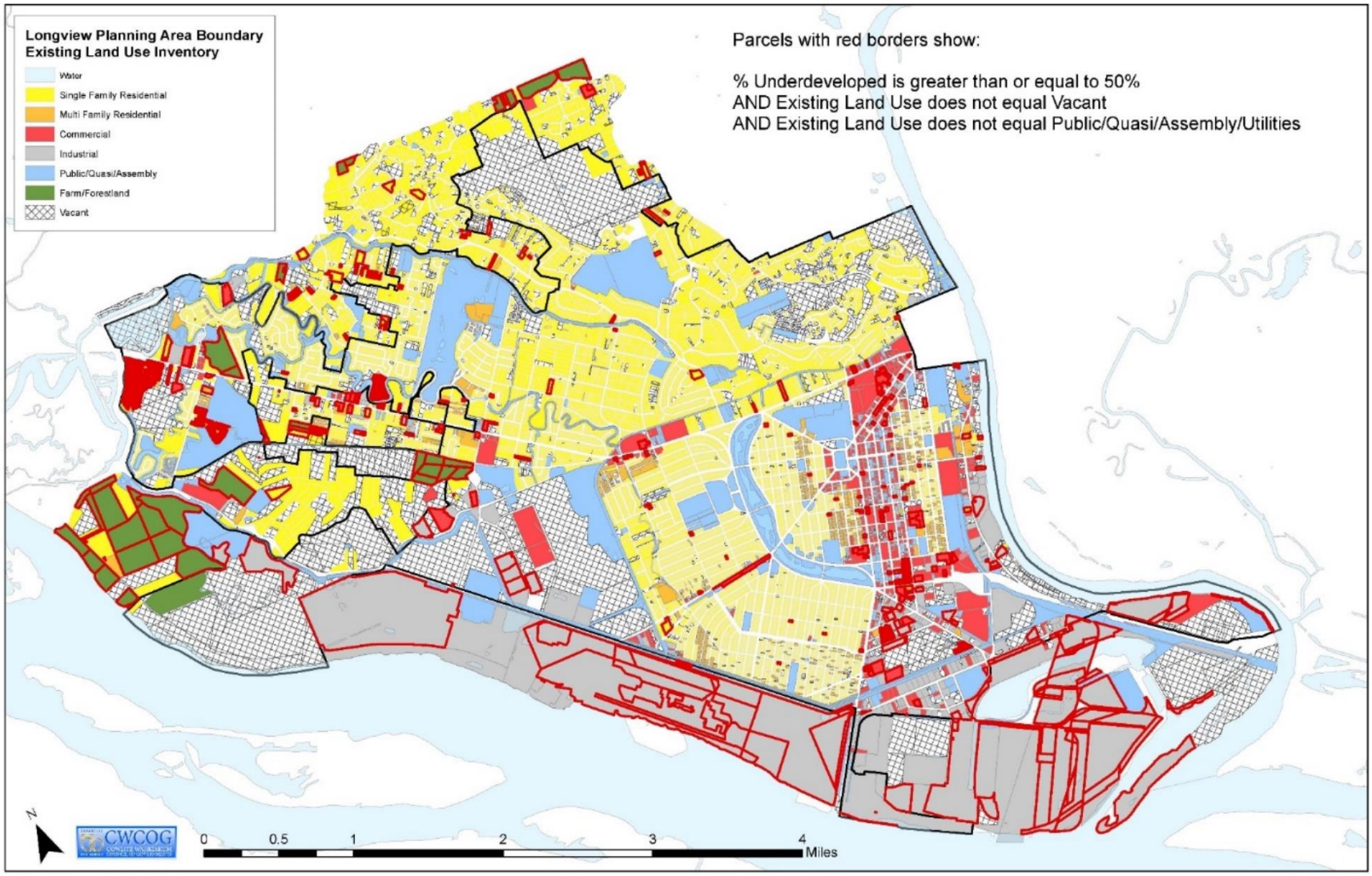
Figure 2-3. Existing Underdeveloped Parcels



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

Longview Land-Use Issues

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

- Providing for a diverse economic base including industrial, commercial, and office uses
- Ensuring availability and location of land for commercial uses to provide goods and services to the community and to attract and accommodate new commercial development
- Increasing the amount and variety of housing options, including development of high quality 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
- Connecting to the waterfront

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

Quality of Life

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

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

Neighborhood Connectivity and Circulation

National surveys on consumer preferences show that people of all ages, from aging "boomers" to younger Gen Xers and even younger millennials, prefer to live in neighborhoods within easy walking or cycling distance of shopping, dining, and other activities. Responsiveness to consumer preferences is essential to revitalizing Longview's neighborhoods and commercial districts. This typically requires

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an adjustment in both land use and transportation policy and practice. Longview's transportation system is built upon the traditional grid system, offering lots of options to avoid congestion and providing unencumbered access to a variety of land uses and districts. The concept of "complete streets" is a way to maximize the grid system while providing an array of amenities that will accommodate transportation options and active living.

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

Transportation Choices and Alternatives

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

Corridor Improvements

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

Freight and 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 and 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.

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Future Development in Longview

Residential

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

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

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

Commercial, Mixed Use, and Industrial Areas

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

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

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

The City intends to maintain a supply of commercial land that is focused in key areas or nodes rather than continuous commercial along arterials to help avoid sprawl, plan for services, and recognize the

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hierarchy of commercial centers. To help support downtown's central role, the comprehensive plan supports the downtown plan. The plan also supports incentives for redevelopment of existing commercial properties (e.g., Ocean Beach Highway) as important to the economic vitality and aesthetic appeal of this area.

Gateways

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

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

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

Waterfront Development

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

Interjurisdictional Cooperation

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

Emphasis Areas

The City identified several areas or neighborhoods in and around the city for additional examination as part

of the current comprehensive plan update. A series of public workshops was held in 2016-17 to evaluate stakeholders' visions for future land uses and policy options for these emphasis areas.

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

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

In its comprehensive plan update adopted in mid-2017, Cowlitz County added provisions related to cooperative planning and services within both the public services, facilities, and utilities and the plan implementation sections of its plan:[4]

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

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

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

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

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

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

> ***Policy I 4.1*** Strive for consistency with the adopted plans of local jurisdictions when reviewing new ordinances, updating existing ordinances, developing policy, or amending the Comprehensive Plan.
>
> ***Policy I 4.2*** Promote the establishment of inter-local agreements with other local jurisdictions, to help ensure proposed development near these jurisdictions is consistent with their planning for these areas.
>
> ***Policy I 4.3*** Encourage the development and execution of regional planning efforts, particularly in regards to transportation planning, capital improvement planning, and connectivity of services.

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

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

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 public services, such as fire protection and other public safety services.

Future Land Use Map

The FLUM (Figure 2-4) classifies all land in the PAB into broad categories. The land uses delineated by the FLUM are generally distributed consistent with existing land use and zoning. However, some changes to the FLUM were made to better address the balance of commercial vs. industrially designated land, the availability of a variety of housing types, the relationship of land use and transportation and environmental constraints.

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

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

Districts

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

Low Density Residential

The low-density residential classification designates areas intended primarily for single-family dwellings. Manufactured housing parks designed according to firm standards for screening, buffering, parking, recreational area, distance between units, and other matters may be appropriate when deemed compatible with adjacent property by the City or County planning commissions and local legislative bodies. Home occupations may be acceptable. The recommended density is up to six dwelling units per gross acre.

Traditional Neighborhood Residential

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

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

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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. 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. 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

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

Commercial/Industrial

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

Office/Commercial

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

Central Business District

The CBD is the commercial area which is, shall be maintained, promoted as, and redeveloped as a major retail, service, financial, professional, and cultural center if not also the regional retail trade center for the Longview-Kelso urban area and vicinity. This area shall be developed and redeveloped with a dense, highly intensive land use pattern focusing on high quality, urban style of development and architecture. This land-use designation recognizes the downtown and Triangle Shopping Center as areas of special concern to the City because of their importance and potential in maintaining the community's long-term economic viability and cultural attractiveness. Encouraged uses, activities, and structures include but are not limited to the following:

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

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

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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 mechanizing, 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

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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 truck and passenger vehicle 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.

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Public/Quasi Public/Institutional

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

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Figure 2-4. Future Land Use Map

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Land-Use Goals, Objectives, and Policies

Development Balance

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

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

- **Policy LU-A.1.1** Provide a variety of residential zoning districts at different densities to meet the needs of all economic segments of Longview's population.
- **Policy LU-A.1.2** Maintain a supply of land available for commercial or industrial uses important for Longview's economic vitality consistent with the economic development chapter.
- **Policy LU-A.1.3** Integrate non-residential uses such as governmental, utility, religious, social, and other institutional uses into the residential environment where appropriate to create a quality community which has a full range of facilities and services.
- **Policy LU-A.1.4** Assure compatibility of new development's siting, design, and scale with the surrounding natural and built environment.
- **Policy LU-A.1.5** Facilitate redevelopment of existing developed land when appropriate, and encourage infill development on vacant or underdeveloped land.

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

- **Policy LU-A.2.1** As part of plan updates, reevaluate and adjust land-use policies based on such information as household and employment forecasts, Census data, economic analyses, case law, and statutory or regulatory changes at the state and federal level, as appropriate.
- **Policy LU-A.2.2** Identify complementary zoning when considering amendments to the future land-use map, and process changes to both maps simultaneously so that zoning remains consistent with the identified future land use. Assure that any site- or area-specific requests for rezones conform to the future land-use map.
- **Policy LU-A.2.3** Enable discrete amendments initiated outside of the periodic review and update, whether by the City or a private individual, to proceed on a standalone basis using the established amendment process.

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Objective LU-A.3 Follow routine comprehensive plan updates with a thorough review and update of development regulations to assure they are driven by and in harmony with policy decisions embodied in the plan.

Policy LU-A.3.1 During the formative stages of plan updates, identify and docket corresponding code amendments necessary to achieve conformance with the plan.

Policy LU-A.3.2 Fund a regular and predictable work program to review and update regulations in concert with plan updates.

Policy LU-A.3.3 Consider and facilitate the following when updating regulations:

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

Objective LU-A.4 Promote awareness of the comprehensive plan's role in driving zoning and regulatory choices and public policy and investment decisions.

Policy LU-A.4.1 Maintain an up-to-date copy of the comprehensive plan on the City's website.

Policy LU-A.4.2 Incorporate a robust public outreach and participation effort into the periodic plan review and update process.

Compatibility

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

Objective LU-B.1 Develop an integrated site plan review process to ensure that new development and substantial redevelopment are consistent with zoning regulations and the comprehensive plan.

Policy LU-B.1.1 Inasmuch as possible, streamline the review process so as to avoid unnecessary delays or add substantially to the cost of applying.

Objective LU-B.2 Provide for Light Detection and Ranging (LiDAR) mapping to improve upon the quantity and quality of critical areas data available to developers and property owners in planning for private development and for public sector uses.

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

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

Urban Design

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

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

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

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

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

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

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

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

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

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

Objective LU-C.7 Develop comprehensive citywide sign regulations that provide for

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business visibility and impact while enhancing the city's visual character.

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

Objective LU-C.8 Examine adoption of building standards for "green" buildings or certified homes/remodels, and incentive programs in partnership with the PUD.

Objective LU-C.9 Work with transit providers to develop code standards and requirements for mass transit infrastructure.

Objective LU-C.10 Develop a strategy to address emerging alternative transportation issues such as self-driving and alternative fuel vehicles.

Policy LU-C.10.1 Encourage the development of attractive gateways at all principal entry points to the City consistent with the Economic Development Element.

Policy LU-C.10.2 Ensure that private development, public facilities, and corridor improvement projects provide sidewalks (on both sides where possible) along streets. Install curbs and gutters along arterials, collector streets, and local streets to enhance pedestrian safety and control surface water runoff. Allow for use of low-impact development techniques in keeping with established regulations.

Policy LU-C.10.3 Include clear and ample walkways from street sidewalks and parking areas to building entrances as well as within and between developments as a part of site design review.

Policy LU-C.10.4 Whenever new streets are constructed or new utilities are added to existing streets, place overhead utilities underground whenever possible given the type and nature of the service line and geographic considerations.

Policy LU-C.10.5 Use a combination of architectural design and landscape elements to create a scale of development that is inviting to pedestrians and passersby.

Policy LU-C.10.6 Use site design, landscaping, and appropriate lighting to reduce the visual impact of parking lots upon adjacent areas.

Policy LU-C.10.7 Require public and/or private open space to be incorporated into new development to provide for active and passive recreation; separation between potentially conflicting uses; preservation of critical areas; and adequate light, air, and privacy.

Policy LU-C.10.8 Allow for flexibility in building and site design to accommodate urban density of development consistent with the underlying zoning district when well-designed and functional open space is incorporated into the project's design.

Objective LU-C.11 Develop Crime Prevention Through Environmental Design (CPTED) standards for commercial and industrial zoning districts.

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Policy LU-C.11.1 Require new development to address CPTED standards while giving the property owner discretion in what methods are implemented.

Healthy Communities

Goal LU-D

Promote social equity and health goals in land-use planning.

Objective LU-D.1

Seek a rising standard of living for all Longview residents.

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

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

Neighborhood Preservation and Renewal

Goal LU-E

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

Objective LU-E.1

Develop regulations to govern infill in residential areas with large lots.

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

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

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

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

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

Objective LU-E.2

Develop a neighborhood plan for the Highlands Neighborhood that guides the creation of a zoning district specific to the neighborhood.

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

Objective LU-E.3

Continue inventorying all potential historic sites in residential areas for future historic registration.

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Policy LU-D.3.1 Encourage the maintenance and updating of the City's older housing stock, so that neighborhoods are well maintained and existing housing is preserved, updated, or modified to meet the evolving needs of residents.

Policy LU-D.3.2 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.3.3 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.3.4 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-E.4

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

Policy LU-E.4.1 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-E.4.2 As appropriate to the district, support the development of incentives for mixing of housing types, clustering around open space, and infilling of vacant land.

Policy LU-E.4.3 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-E.4.4 Promote housing in the upper stories of downtown buildings and in other areas that are appropriate for mixed uses.

Policy LU-E.4.5 Allow home occupations that are compatible with residential uses.

Policy LU-E.4.6 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;
c. located in areas offering unique amenities such as in Downtown or along the Cowlitz and Columbia River waterfronts; or

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d. along arterials where access consolidation and transit are available.
e. In all cases, existing or planned transportation capacity should be adequate to accommodate projected travel demand according to City standards.

Policy LU-E.4.7 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-E.4.8 Ensure that multi-family residential developments are designed to provide both common open space and private open space for each dwelling unit.

Industrial, Commercial, and Mixed-Use Areas

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

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

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

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

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

Annexation and Joint Planning

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

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

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

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

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

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

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

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

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

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

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

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Chapter 3. Housing

Introduction

Housing is a cornerstone of any community – particularly a planned community such as Longview, which was founded on the idea of creating a quality community that offered abundant housing for the workers employed in its primary industry. Today's housing demand is largely driven by economic conditions and demographics. Demographic characteristics influence market demand with regard to the number of households; their size, composition, and economic ability; and preference for styles and amenities.

Existing Conditions and Trends

Historical Housing Trends

About two thirds (65 percent) of Longview's housing stock consists of single-family homes, with multi-family units making up less than the remaining third (30 percent). The federal Census Bureau[5] estimates that 8,025 (54 percent) of the occupied housing units are owner-occupied, and 6,860 (46 percent) are rented. Manufactured homes make up about 4.7 percent of the housing stock, while a small percentage of residents live in recreational vehicles, aboard boats, or in other lodging.

Table 3-1 shows how the type of housing available in Longview has changed over time. Since 2000, the largest growth in housing category has been in small multi-family – over 45 percent growth in two- to four-unit residences. Meanwhile, multi-family residences of between five and 19 units have decreased by a little more than five percent. There has only been modest growth in new single-family residences.

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[5] U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates

Table 3-1. Change in Types of Housing Since 2000 Census

Structure Type	2000 Census	2010 Census	2016 ACS	% change (00-16)
1 unit (detached or attached[6])	10,096	11,049	10,552	4.5%
2-4 units	920	1,429	1,341	45.8%
5-19 units	1,997	2,113	1,894	(5.2%)
20+ units	1,462	1,363	1,691	15.7%
Mfg housing	690	681	768	11.3%
Other (RV, boat, etc.)	50	6	31	(38%)
Total	15,215	16,641	16,277	7.0%

Source: US Census Bureau, 2000/2010 Census and 2012-2016 American Community Survey 5-Year Estimates

As might be expected over the span of 35 years, the number of housing units of all types has increased overall between 1980 and 2015. Over 2,000 single-family, 1,000 multi-family, and 350 manufactured units have been added to the housing inventory. At the same time, the inventory has shifted from fully 75 percent single-family in 1970 (not shown in Table 3-2 below, but which was included in the 2006 comprehensive plan update), to single-family units making up only about two thirds of the housing stock today, versus multi-family and manufactured homes. While multi-family housing now comprises about 30 percent of the inventory, it was closer to 20 percent in 1970.

Table 3-2. Change in Housing Unit Types 1980–2017

Unit Type	1980	%	1990	%	2000	%	2010	%	2017 (est)	%
Single Family	8,985	68.5	9,226	69.0	10,103	66.4	10,856	66.3	10,986	66.2
Multi-family	3,825	29.2	3,762	28.2	4,382	28.7	4,863	29.7	4,912	29.6
Manufactured	308	2.3	453	2.8	740	4.9	661	4.0	691	4.2
Total Units	13,118	100.0	13,441	100.0	15,225	100.0	16,380	100.0	16,589	100.0

Source: Postcensal Estimates of April 1 Housing Units, Washington State Office of Financial Management

Population has gone up by 28 percent since 1980, but housing units have grown at a slower rate of 26.5 percent. This is significantly different from the data reported in the 2006 comprehensive plan update, where housing units grew at more than twice the population rate. The overall slowdown of home building in Longview since the 1970s accounts for this decline.

[6] According to Census Bureau definitions, "detached" is a standard, standalone home; while "attached" is a single-unit structure that has one or more walls extending from ground to roof that separate it from adjoining structures (as distinguished from what might typically be known as a duplex). Row houses are a common example of attached 1-unit dwellings.

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Consumer Housing Choices

Some communities where growth pressures have limited both availability and affordability of housing use a "jobs/housing" ratio as a planning goal. While there is no absolute standard for setting such a ratio, an accepted rule of thumb is typically 1:1 – generally known as "jobs/housing balance." The jobs-housing ratio is a measure of housing availability against employment availability in a given area. The target ratio is based on a goal of having one job for each resident in the workforce living in the community. The ratio describes whether a community is a net importer of workers who commute in to work, or a net exporter of workers who spend their days elsewhere. Jobs/housing balance was a popular planning theory in the 1990s, also featured in the 2006 comprehensive plan update.

However, this approach doesn't accommodate the finer points of consumer decision-making about where to live. People make such decisions for a myriad of reasons, many of them reflecting personal circumstances and not simply housing availability and proximity to work. For instance, if one member of a couple living in "Community A" works in "Community B," the couple could then decide to live in A or B, somewhere in between, or potentially somewhere else entirely. Some people make housing decisions based on proximity to family, church, or other such situational factors. Renters and buyers alike tend to shop first for the right neighborhood, then for the housing unit. It's difficult to capture such variables when calculating jobs/housing balance.

Today, the availability of "workforce housing" seems to have eclipsed jobs/housing balance as a fundamental planning consideration. Generally, this relates to the availability of housing that is affordable to working families. Even if the housing inventory is adequate to meet demand, is it diversified among housing types (single-family, multi-family, etc.) to meet demand; and is it similarly diversified between owned and rental housing? And, is the housing stock desirable?

Cowlitz County is often cited as a desirable housing market to handle "overflow" demand from the more robust Vancouver/Portland job market. At the same time, the northern limit of the Vancouver/Portland commute shed appears to extend as far as the Woodland area. Woodland has seen a spate of new housing development to serve this demand that has not been replicated in Longview. While there is undoubtedly commuter exchange occurring, there does not appear to be the same housing demand that the Woodland area enjoys.

Housing Quality

Housing Age

As shown in Table 3-3, the bulk (77 percent) of Longview's housing stock was built before 1979, with over a quarter built prior to 1949. By comparison, the bulk of housing in Cowlitz County (slightly more than 65 percent) was built between 1950 and 1999; Clark County, included as a comparable because of the market proximity, had over 83 percent built between 1960 and 2009. This means that more than three-quarters of Longview's housing is over or approaching 40 years old, while Cowlitz, as a whole, and Clark counties have a larger supply of newer homes. Over 20 percent of Clark's housing stock has been built since 2000.

TABLE 3-3. Comparative Age of Housing

YEAR STRUCTURE BUILT	Longview	%	Cowlitz[7]	%	Clark	%
Total housing units	16,277		43,519		172,874	
Built 2014 or later	0	---	143	3.3%	1,542	0.9%
Built 2010 to 2013	55	3.0%	362	8.3%	4,485	2.6%
Built 2000 to 2009	944	5.8%	5,373	12.4%	34,597	20.0%
Built 1990 to 1999	1,580	9.7%	7,005	16.1%	45,249	26.2%
Built 1980 to 1989	1,166	7.2%	3,636	8.4%	21,328	12.3%
Built 1970 to 1979	3,307	20.3%	7,743	17.8%	31,174	18.0%
Built 1960 to 1969	2,353	14.5%	5,043	11.6%	12,626	7.3%
Built 1950 to 1959	2,407	14.8%	4,860	11.2%	8,436	4.9%
Built 1940 to 1949	1,940	11.9%	3,604	8.3%	5,583	3.2%
Built 1939 or earlier	2,525	15.5%	5,750	13.2%	7,854	4.5%
Highest construction era (cumulative)		77.0%		65.1%		83.8%

With an extraordinarily large percentage of Longview's housing inventory going back to the 1970s and earlier, the availability of newer housing with contemporary amenities in southern Cowlitz and Clark counties may also influence the Longview market. Someone with ready transportation who works in Longview may find the housing in Woodland more desirable and decide to commute – again regardless of the balance of jobs and housing within Longview.

Beyond just housing availability and affordability, the availability of *desirable* housing in a community can also be a consideration for major employers in deciding where to site their facilities. If a particular market lacks housing that is viewed as adequate to both the labor[8] and executive levels that a large worksite would employ, that employer may choose to go elsewhere. This could hamper economic development in a community with predominately older housing stock.

Although the highest percentage of homes in the three comparison groups has two to three bedrooms, the data in Table 3-4 suggest that Longview's housing supply trends toward smaller homes, which often corresponds with age of the residence. More than twice the percentage of homes in Longview are studios (shown as "no bedroom") compared to Clark. Longview has close to twice the percentage of two-bedroom units that Clark does, while Clark has a higher percentage of three- and four-bedroom homes, and more than twice the percentage of 5+-bedroom homes. This suggests a more contemporary housing stock suitable to families.

[7] Cowlitz data encompasses both unincorporated and incorporated areas, including Longview. All tables are compiled from U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates. Numbers may not add to 100 percent due to variations in the census data and rounding.
[8] Another consideration is the availability of adequate housing to serve a temporary workforce that may not live permanently in the area, but may be present for a protracted period of time while major facilities are being constructed.

TABLE 3-4. Comparative Size of Housing (by Bedrooms)

BEDROOMS	Longview	%	Cowlitz	%	Clark	%
Total housing units	16,277		43,519		172,874	
No bedroom	509	3.1%	757	1.7%	2,400	1.4%
1 bedroom	2,012	12.4%	3,555	8.2%	12,261	7.1%
2 bedrooms	5,204	40.0%	11,693	26.9%	38,369	22.2%
3 bedrooms	6,436	39.5%	19,532	44.9%	78,241	45.3%
4 bedrooms	1,789	11.0%	6,295	14.5%	33,198	19.2%
5 or more bedrooms	327	2.0%	1,687	3.9%	8,405	4.9%

Specific to multi-family units and aggregated at the countywide level, the local disparity in unit types is displayed in Figure 3-1[9]. Clearly, Cowlitz County overall has the lowest percentage of two-bedroom, two-bath units from among surveyed counties; meanwhile, it has the largest share of two-bedroom units that have only a single bath. It also has a fairly large percentage of studio units.

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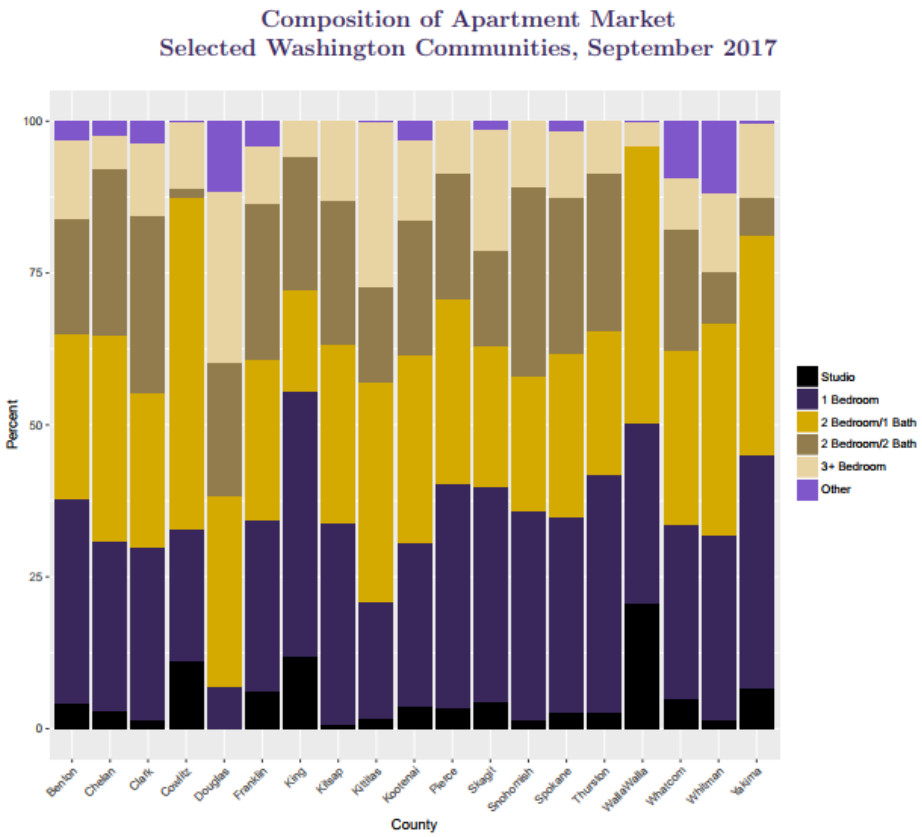
[9] Washington Apartment Market, Fall 2017. Washington Center for Real Estate Research, Runstad Center for Real Estate Studies, College of Built Environments, University of Washington. <http://realestate.washington.edu/wp-content/uploads/2017/05/fall-2017.pdf> Accessed December 27, 2017.

Figure 3-1.



Home Values

Housing values trend lower in Longview than in either Cowlitz as a whole or in Clark. Over 70 percent of homes are valued between $100,000 and $299,999 (see highlighted value clusters in Table 3-5). The same value cluster is seen in Cowlitz as a whole, but at a lesser cumulative percentage, just over 65 percent. Over three quarters of the homes in Clark are valued between $150,000 and $499,999, with the highest percentage of any of the jurisdictions (34.2 percent) valued between $200,000 and $299,999 – over 14 percent more than the same valuation in Longview. At the same time, more than double the percentage of Longview units are valued at under $50,000, with more than four times the percentage of units valued at $50,000 to $99,999. This suggests older, outmoded, and/or poor-quality housing stock and is reflected in the median housing value.

TABLE 3-5. Concentrations of Housing Valuation

VALUE	Longview	%	Cowlitz	%	Clark	%
Owner-occupied units	8,025		26,107		106,320	
Less than $50,000	868	10.8%	2,161	8.3%	4,824	4.5%
$50,000 to $99,999	766	9.6%	2,302	8.8%	2,261	2.1%
$100,000 to $149,999	1,843	23.0%	4,697	18.0%	8,030	7.6%
$150,000 to $199,999	2,198	27.4%	6,210	23.8%	18,599	17.5%
$200,000 to $299,999	1,615	20.1%	6,098	23.4%	36,345	34.2%
$300,000 to $499,999	635	7.9%	3,856	14.8%	27,870	26.2%
$500,000 to $999,999	89	1.1%	689	2.6%	7,500	7.1%
$1,000,000 or more	11	0.1%	94	0.4%	891	0.8%
Median value	$161,800		$180,000		$249,400	

In turn, diminishing valuations can affect the property tax rate for which individual property owners are responsible. Washington has a budget-based property tax system. No matter what the assessed valuation, the bottom line (collected revenues to fulfill a budget) remains the same. The assessor adds together all of the local taxing districts' yearly budgets and divides that amount by the value of all property in within the taxing boundaries, then assigns a set tax per thousand dollars of value so that enough money is generated to cover the annual budgets of each taxing district. Declining assessed values fall do not reduce the taxing districts' budgets, which stay the same. Instead, declining valuations translate into a higher levy rate upon all properties. Figures 3-2 and 3-3[10] illustrate this process. The first figure depicts assessed valuation based on higher-value homes, while the second depicts the same homes with a lesser valuation; the tax budget remains the same, resulting in a higher tax rate upon each unit.

[10] Source: Klickitat County Assessor

Figure 3-2. Assessed Valuation on $250K Homes

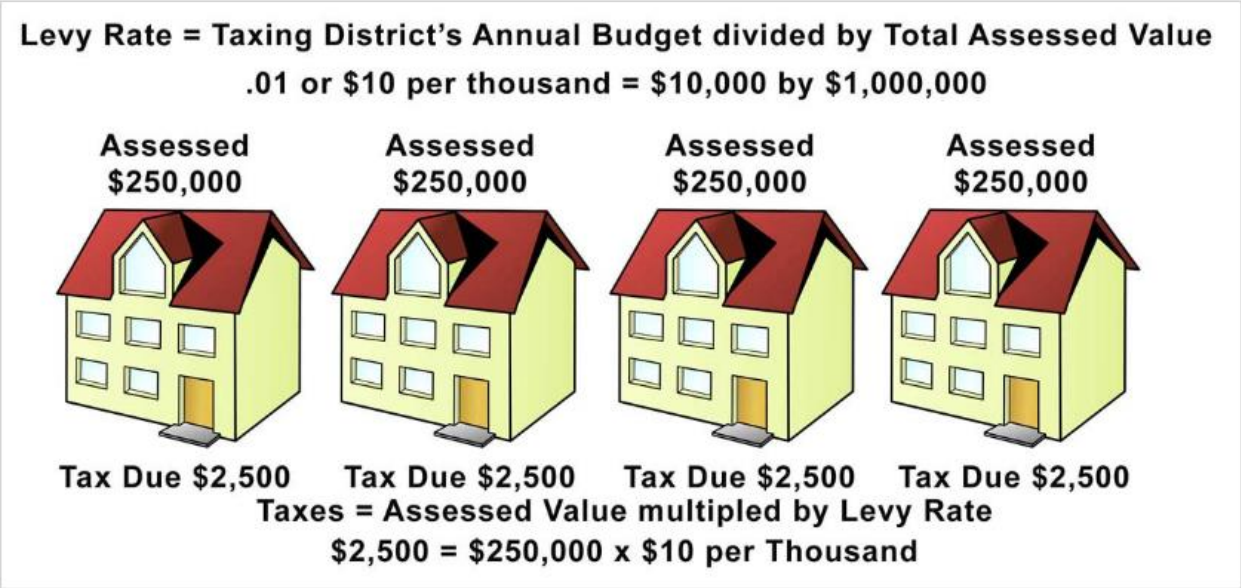
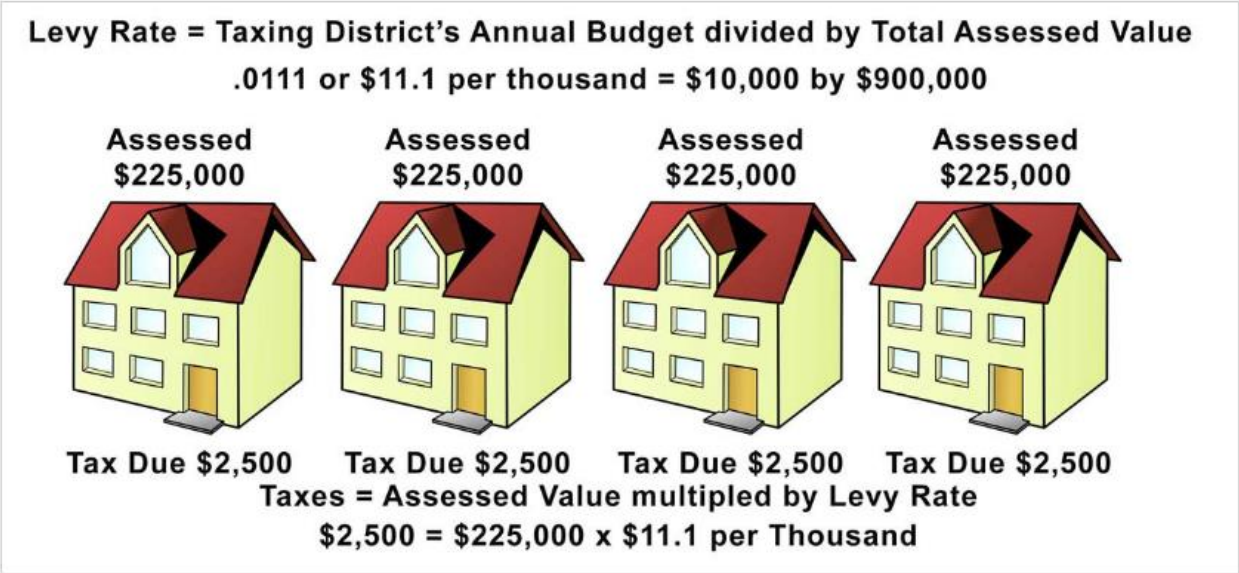


Figure 3-3. Assessed Valuation on Same Homes at $225K



Add to this housing costs that are not dramatically different from neighboring jurisdictions like Clark, that have more housing that is newer and larger. The federal standard for housing affordability is that a household pays less than 30 percent of its monthly income toward the cost of housing, including utilities; those who pay 30 percent or more in housing costs are considered to be low income.

In terms of homes with mortgages (Table 3-6), Longview has seven percent more low-income households than Clark, but that skyrockets to fully two-thirds of renters, compared to under 50 percent in Clark. More than half of Longview's rental households (Table 3-7) pay more than 35 percent of their income toward housing alone. When compounded with the cost of utilities to service the rental unit, that percentage creeps even higher.

Table 3-6.

SELECTED MONTHLY OWNER COSTS AS % OF HOUSEHOLD INCOME[11]	Longview	%	Cowlitz	%	Clark	%
Housing units with a mortgage[12]	4,762		16,811		78,186	
Less than 20.0 percent	1,664	34.9%	6,552	39.0%	29,578	37.8%
20.0 to 24.9 percent	820	17.2%	3,145	18.7%	14,416	18.4%
25.0 to 29.9 percent	482	10.1%	1,829	10.9%	10,189	13.0%
30.0 to 34.9 percent	478	10.0%	1,298	7.7%	6,578	8.4%
35.0 percent or more	1,318	27.7%	3,987	23.7%	17,425	22.3%
Cumulative low income		37.7%		31.4%		30.7%

Table 3-7.

GROSS RENT AS % OF HOUSEHOLD INCOME	Longview	%	Cowlitz	%	Clark	%
Occupied units paying rent[13]	6,560		12,777		55,730	
Less than 15.0 percent	458	7.0%	1,310	10.3%	5,779	5.0%
15.0 to 19.9 percent	760	11.6%	1,409	11.0%	7,324	13.1%
20.0 to 24.9 percent	669	10.2%	1,522	11.9%	7,326	13.1%
25.0 to 29.9 percent	664	10.1%	1,414	11.1%	7,578	13.6%
30.0 to 34.9 percent	592	9.0%	1,332	10.4%	5,961	10.7%
35.0 percent or more	3,417	52.1%	5,790	45.3%	21,762	39.0%
Cumulative low income		61.1%		55.7%		49.7%

[11] Includes mortgages, real estate taxes, various insurances, utilities, fuels, mobile home costs, and condominium fees
[12] Excluding units where data cannot be computed
[13] Excluding units where data cannot be computed

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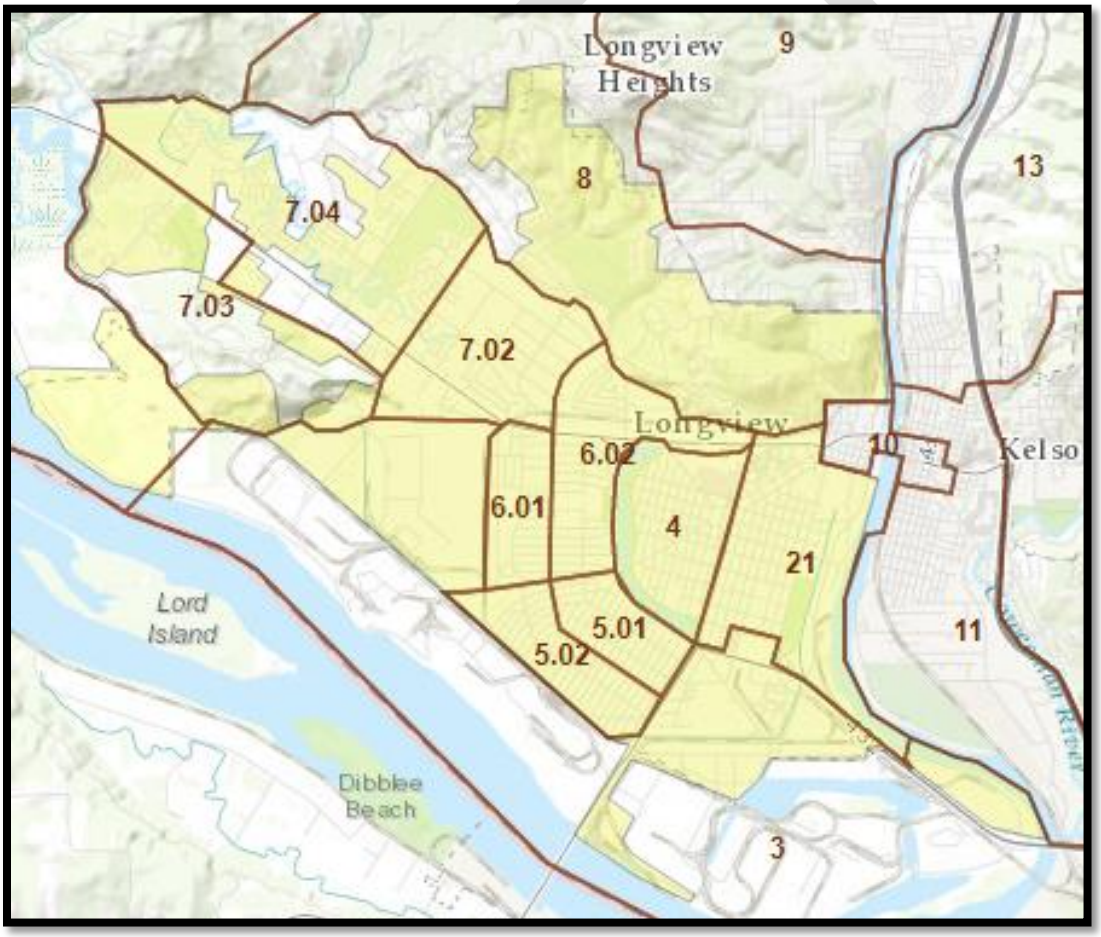
Housing Conditions by Area

Neighborhood revitalization was cited as the highest priority for future development in Longview, according to a 2004 citizen survey. Housing conditions were analyzed using federal Census Bureau14 data to determine locations where housing stock is over 50 years old (built prior to 1970). Aging housing stock is not solely a desirability issue but can also indicate the need for significant rehabilitation. Such homes may never have been updated for energy efficiency or upgraded fire codes and are more likely to contain hazardous materials such as lead-based paint and asbestos.

Harvard University's Joint Center for Housing Studies[15] says the age of owner-occupied housing stock is a key factor in remodeling. Besides replacing worn-out exteriors and systems such as roofs, siding, and heating and air conditioning equipment, owners often want to update to some of the products and features available in newer homes.

Figure 3-4. Census Tracts



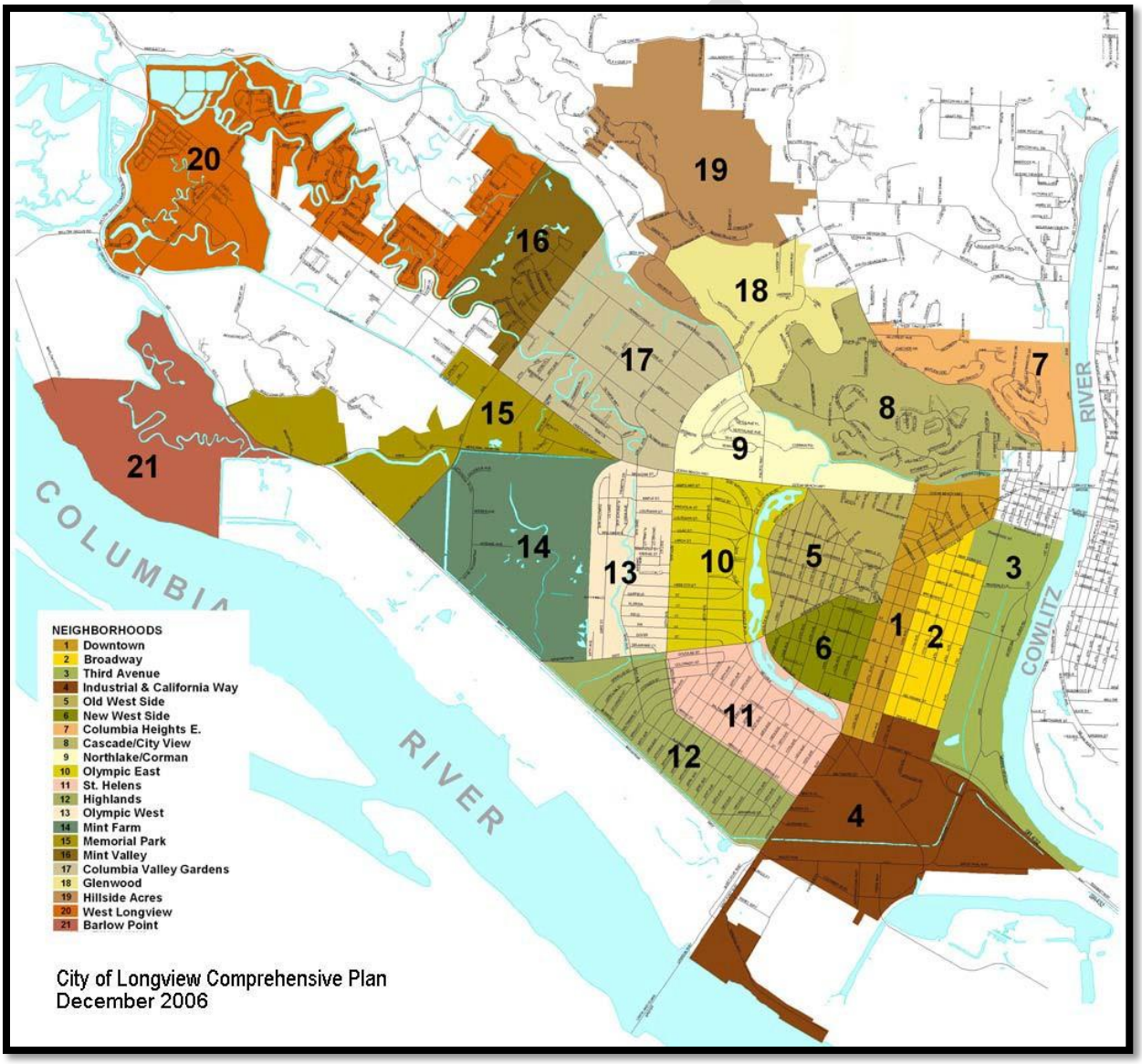
Source: City of Longview GIS

[14] U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates
[15] The US Housing Stock: Ready for Renewal. Joint Center for Housing Studies of Harvard University, Harvard School of Design/Harvard Kennedy School, 2013.

Housing conditions were examined using census data broken down by the individual census tracts shown in Figure 3-4. Census Tracts 7.03, 7.04, and 8 include some unincorporated area. As may be seen in the figure, some census tracts are predominately unincorporated and/or contain industrial area; these were intentionally omitted from the table below.

Census tracts and identified neighborhoods don't neatly align. Their correspondence may be seen by comparing Figure 3-4 with Figure 3-5 below:

Figure 3-5. Neighborhoods



With all but three Longview census tracts having more than 50 percent of their housing stock built before 1969 (Table 3-8), this points at the probable need for renovation and potentially redevelopment of housing that has reached the end of its life cycle, particularly if it has not been maintained properly over time.

Table 3-8. Housing Conditions by Census Tract

	Census Tract									
	4	5.01	5.02	6.01	6.02	7.02	7.03	7.04	8	21
Total units/%	2,034 11.4%	1,183 6.6%	1,754 9.8%	1,792 10%	1,348 7.6%	1,175 6.6%	711 4.0%	3,091 17.3%	2,772 15.5%	1,997 11.2%
Units built 1969 or before/%	1,505 74.0%	1,116 94.3%	1,304 72.8%	870 48.6%	1,145 84.9%	692 58.9%	40 5.6%	485 15.7%	1,450 52.3%	1,203 60.2%
Total occupied units/%	1,897 93.2%	1,081 61.6%	1,560 88.9%	1,630 90.9%	1,175 87.2%	1,132 96.3%	687 96.6%	2,893 93.6%	2,669 96.3%	1,765 88.4%
Owner occupied/%	650 34.3%	602 55.7%	546 35.0%	579 35.5%	963 82.0%	969 85.6%	572 83.3%	1,711 59.1%	2,266 84.9%	240 13.6%
Owner vacancy rate	1.2	7.8	3.0	0.0	0.0	0.0	0.0	2.1	0.7	10.1
Renter occupied/%	1,247 65.7%	479 44.3%	1,014 65.0%	1,051 64.5%	212 18.0%	163 14.4%	115 16.7%	1,182 40.9%	403 15.1%	1,525 86.4%
Rental vacancy rate	4.6	4.6	4.7	5.9	10.2	0.0	0.0	3.8	0.0	7.9
Incomplete plumbing[16]	0	0	0	0	0	9	0	0	17	9
Incomplete kitchen[17]	44	0	0	35	0	9	0	0	0	212
No phone[18]	31	54	66	5	6	21	8	28	17	43
Overcrowded[19]	13	0	101	20	11	0	7	20	7	82

Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates

Other factors reviewed included ownership versus rental rates (including vacancies for each), which can indicate higher degrees of residential turnover and civic disengagement within specific areas; and the potential for substandard units, as measured by overcrowded housing and incomplete plumbing/kitchens. It should be noted that incomplete facilities can also be indicative of congregate living facilities such as senior housing. These do not constitute the census definition of "group quarters" and are included as residential units, but are unlikely to indicate substandard units are incomplete by design, and much is newer construction.

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[16] A unit has complete plumbing facilities when it has hot and cold running water and a bathtub or shower.
[17] A unit has complete kitchen facilities when it has a sink with a faucet, a stove or range, and a refrigerator.
[18] Includes landline, cell phone, or some other type of phone service
[19] More than one person per room

Harvard's Joint Center for Housing Studies calls these measures of the physical condition of housing units "housing inadequacy." It anticipates that a significant share of inadequate units is likely to deteriorate further and be lost from the housing stock, first becoming vacant or converted to rental or nonresidential uses, eventually being sold in their inadequate condition. At the same time, preserving and rehabilitating older housing, especially rental housing that is generally more affordable to begin with, is critical to help provide adequate workforce housing[20].

Revitalization Strategies

The Washington State Department of Health[21] expresses concern that substandard or inadequate housing poses health risks specific to the potential for the presence of lead-based paint, lead risks in drinking water from old plumbing, air quality issues associated with mold or radon, non-functional or absent smoke or carbon monoxide detectors, and deferred repairs to the home. People living in inadequate housing often don't have the control and/or the financial means to improve their living conditions by addressing the quality of their home. The federal Centers for Disease Control[22] has identified home improvement loans and grants for low-income families to repair their homes, make improvements, and remove health and safety hazards as one of its top health intervention strategies. This is but one example of available revitalization funding.

Many jurisdictions approach neighborhood revitalization by spreading limited federal and local resources among as many low-income areas as possible, as a response to neighborhood concerns and political pressures. This broad-brush approach often results in an inadequate level of public investment to generate reciprocal private investment. The bottom line is that deteriorating neighborhoods cannot be turned around using only public funds. When public dollars are strategically targeted, it is possible to narrow the gap between development costs and market values, thus attracting private capital. This creates a ripple effect that can increase property values both within targeted neighborhoods as well as adjacent communities.

The most successful housing stock enhancement programs target specific neighborhoods because:

- Each neighborhood faces different challenges;
- Smaller areas allow for more detailed and customized responses to challenges;
- Building consensus for action is often easier within a smaller area; and
- The combination of detailed planning and neighborhood support can facilitate efforts to secure political and financial support.

[20] "Why Every City Needs Workforce Housing" by John Powell. National Real Estate Advisor, April 10, 2016
[21] 2017 Washington State Health Assessment (public comment draft). Washington State Department of Health. January 2018.
[22] Health Impact (HI-5) Interventions. Office of the Associate Director for Policy, Centers for Disease Control and Prevention. <https://www.cdc.gov/policy/hst/hi5/interventions/index.html> Accessed January 4, 2018.

Neighborhood revitalization planning begins with the definition of the neighborhood or even portion of the neighborhood that will be the focus of the initiative. The two basic approaches to neighborhood selection are:

- Most Blighted Areas First. This approach focuses resources on neighborhoods and individuals with the most needs as evidenced by incomes, vacancies, blight, crime and other factors. Because these types of neighborhoods have the greatest obstacles to overcome, they tend to rely on larger grants and more extensive funding being awarded unless local governments are willing and able to commit significant resources for the many years required to achieve significant change.

- Targeting Low Hanging Fruit. By focusing on neighborhoods with the greatest potential to benefit from available resources – this approach can yield quick positive results and is useful to improve the fortunes of neighborhoods that are stagnating or just beginning to decline. This approach is intended to increase confidence for private sector investors who can see visible improvements based on more limited and targeted investments than the prior approach.

Harvard's Joint Center says that renovating foreclosed or abandoned homes benefits the entire neighborhood; its studies indicate that home prices in neighborhoods with higher levels of improvement spending appreciate more rapidly. The process of choosing neighborhoods for revitalization involves more than reviewing quantitative factors (Figure 3-7). Because neighborhood support is essential for the success of any project, the selection process must engage affected residents, business owners, and other stakeholders. Creative funding and incentives are critical to stimulate investment by existing householders, attract households with staying power, and encourage investment by developers and landlords.

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Figure 3-6. Neighborhood Revitalization Evaluation Factors[23]

Housing Supply and Affordability

Housing Supply

In its recent report to the Governor[24], the Housing Affordability Response Team (HART) emphasizes that not just housing, but housing that is *affordable*, is an essential part of community infrastructure, serving as a platform for individuals and families to stabilize and build their economic futures. It also creates jobs and attracts investment, making it a prerequisite to economic growth.

Housing supply and affordability are issues that affect every community in Washington, says HART. Some parts of the state enjoy a robust housing market, but it has produced a tight housing market in which existing inventory is priced at a premium. In some areas, the demand for housing has

[23] Content and figure are drawn from Jefferson Parish, Louisiana's strategic approach for targeting neighborhood interventions, which includes a regulatory and financing toolbox: <http://www.jedco.org/wp-content/uploads/2012/03/Housing-Stock-Enhancement-Study.pdf> Accessed December 29, 2017.

[24] 2017 Housing Affordability Response Team (HART) Recommendations (Report to the Governor), Affordable Housing Advisory Board, June 2017

significantly outpaced housing supply, placing additional upward pressure on rents and home prices. In combination with other market factors, such circumstances have created a deficit of affordable and available housing, particularly for those in the low-to-middle income range. In weaker and rural markets such as Longview, market rents do not serve lower-income households and yet are not high enough typically to make new production financially feasible.

Owned Housing Supply

Housing supply is typically measured in the number of months it would take to sell all the homes currently available for sale, if no new listings were added. A four- to six-month supply is considered normal or desirable. Statewide, there was a two-month supply of homes on the market at the end of the third quarter (September 2017). This describes a relatively tight housing market. Within Cowlitz County, the situation was not much better, with only 2.4 months' supply of housing. Housing supply was most constrained at the most affordable end of the spectrum, with less than a month's supply available. See Table 3-9.

Table 3-9. Months of Housing Supply Available, by Housing Price

Period/Area	Under $80,000	$80,000 to $159,000	$160,000 to $249,000	$250,000 to $499,999	$500,000 and above	Total Market
3rd quarter 2015						
Cowlitz County	3.2	3.3	3.0	6.4	N/A	4.2
Washington State	3.1	3.5	2.5	2.6	3.7	2.9
3rd quarter 2016						
Cowlitz County	1.6	2.3	1.8	4.2	24.6	2.8
Washington State	2.6	2.9	2.0	2.0	2.5	2.2
3rd quarter 2017						
Cowlitz County	0.7	1.6	1.1	3.7	17.2	2.4
Washington State	2.3	2.6	1.9	1.8	2.2	2.0

Source: Runstad Center for Real Estate Studies, UW

Rental Housing Supply

The availability of rental units is measured by the rental vacancy rate. The Washington Center for Real Estate Research found that 1.4 percent of the rental units (14 units) in Cowlitz County25 were vacant in the fall of 2017 (Table 3-10). This survey is conducted from a sample of rental properties with 20 or more units so would excludes a significant portion of Longview's single-family or small multi-family rental stock. The countywide vacancy rate for one-bedroom units is slightly higher, at 1.9 percent; two-bedroom units were at 1.6 percent.

[25] From Washington Apartment Market, Fall 2017. Based on survey of 1,000 rental apartments in Longview/Kelso with a 19.4 percent response rate. The report notes that response rates to surveys are generally declining, which affects the quality of the data. It may not be statistically valid but is the best available snapshot.

Table 3-10. Vacancy Rate by Rental Type

	Avg. Size	Avg. Rent	Units Surveyed	Units Vacant	%. Vacant
Overall (All Units)					
Cowlitz	762 sf	$820	1,000	14	1.4
State	829 sf	$1,412	316,861	11,644	3.7
1-Bedroom Units Only					
Cowlitz	642 sf	$659	215	4	1.9
State	674 sf	$1,320	120,654	4,175	3.5
2-Bedroom/1 Bath Units Only					
Cowlitz	821 sf	$821	547	9	1.6
State	862 sf	$1,261	68,305	4,175	3.5

Source: Washington Center for Real Estate Research, Runstad Center for Real Estate Studies, UW

Average rent in Longview/Kelso has increased over a year's time, while vacancies have decreased (Table 3-11). The rental vacancy rate stands at less than half the statewide average. Meanwhile, average rents are considerably below the statewide average. This is to be expected given the influence of more affluent and populous counties and the differences in survey response rates among counties.

Table 3-11. Year-to-Year Rents and Vacancy Rates

Previous Year Comparison				
	Avg. Rent (Q3/2016)	Avg. Rent (Q3/2017)	% Vacant (Q3/2016)	% Vacant (Q3/2017)
Cowlitz	$783	$820	1.8	1.4
State	$1,353	$1,412	3.3	3.7

Source: Washington Center for Real Estate Research, Runstad Center for Real Estate Studies, UW

Land Consumption and Growth Patterns

Longview has experienced relatively modest growth in recent decades. The city's boon growth occurred between 1940 and 1970 (Table 3-12), during which time the population grew by 129 percent. Growth has dropped off considerably since that time, particularly in the 1980-1990 timeframe, although the city's population does continue to increase. In its *2016 Population Trends*, the state Office of Financial Management (OFM) listed Longview as the 30th largest city in the state.

Table 3-12. Historic Population Growth

Census	1930	1940	1950	1960	1970	1980	1990	2000	2010
Population	10,652	12,385	20,339	23,349	28,373	31,052	31,499	34,660	36,648
% change	---	16.3	64.2	14.8	21.5	9.5	1.4	10.0	5.7

The city's most robust growth occurred between 1940 and 1950 and has since been more modest, with an upward spike during the 1970s followed by a significant drop in growth rate through 1990 (Table 3-13A). The 2006 comprehensive plan was developed using an annual compounded growth

rate of one percent applied over the plan's 20-year horizon. The 2005 population of Longview and the surrounding planning area was estimated at 39,684 people, projected to grow to 48,422 by 2025. This assumed level of growth is not supported by the decennial census in 2010 nor state growth estimates since that time (Table 3-13B).

Longview's 2010 census population was 36,648. Since then, OFM, which sets the "official" yearly population through its April 1 estimates, has forecast growth at significantly less than one percent per annum. Longview's 2017 population is estimated at fewer than a thousand additional people since 2010, or a cumulative growth rate of just 2.4 percent over a seven-year period. This does not bear out the one percent annual growth rate that was assumed in the 2006 update. Instead, it equates to an average of 0.3 percent per annum. This strongly suggests that the assumption in the last plan update is unlikely to occur.

Table 3-13A.

Historic Longview Growth	1930 Census	40 Census	50 Census	60 Census	70 Census	80 Census	90 Census	2000 Census
Population	10,652	12,385	20,339	23,349	28,373	31,052	31,499	34,660
Growth Rate (%)	n/a	16.3	64.2	14.8	21.5	9.4	1.4	10.0

Table 3-13B.

Historic Longview Growth	10 Census	11 OFM est	12 OFM est	13 OFM est	14 OFM est	15 OFM est	16 OFM est	17 OFM est
Population	36,648	36,730	36,910	36,940	37,040	37,130	37,230	37,510
Growth Rate (%)	5.7							2.4

Source: Washington State Office of Financial Management

The prior growth rate assumption is therefore represented as the *high*-growth scenario in this comparative table, which uses the 2017 OFM estimate as a starting point (Table 3-14). For the purposes of the current plan update, it would be more realistic to assume a conservative growth rate reflecting no more than the "medium growth" scenario of 0.5 percent per annum. This would result in an additional 4,516 residents by 2040.

Table 3-14. Comparative Growth Scenarios

	2017	2020	2025	2030	2035	2040
High Growth (1.00%)	37,510	38,635	40,567	42,595	44,725	46,961
RECOMMENDED SCENARIO Medium Growth (0.5%)	37,510	38,073	39,025	40,001	41,001	42,026
Low Growth (0.25%)	37,510	37,791	38,074	38,360	38,648	38,938

(Source: Cowlitz-Wahkiakum Council of Governments)

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Housing growth projections through 2040 are based on the assumption that existing population trends continue. It creates an "as-is" baseline scenario of what the future will bring. Concerted public interventions such as policies/regulations, economic and community development initiatives, and capital investments can influence the actual outcome. The entry or exit of major employers in the community can also substantially influence the actual outcome. Intervening plan updates should reassess conditions contributing to growth.

Table 3-15. Projected Housing Needs

	2020	2025	2030	2035	2040
Projected population	38,073	39,025	40,001	41,001	42,026
(-) Group quarters	959				
(=) Household population	37,114	38,066	39,042	40,042	41,067
(/) Average household size	2.4				
(=) Projected households	15,464	15,861	16,268	16,684	17,111
(x) 1+ vacancy rate	1.09				
(=) Projected number of housing units needed	16,856	17,288 (2020 # + 432)	17,732 (2025 # + 444)	18,186 (2030 # + 454)	18,651 (2035 # + 465)
(-) Housing supply	16,277				
(=) Projected unmet need	579	1,011 (2020 # + 432)	1,455 (2025 # + 444)	1,909 (2030 # + 454)	2,374 (2035 # + 465)

Source: US Census Bureau, Cowlitz-Wahkiakum Council of Governments

The following four measures are standardized in Table 3-15 for purposes of estimating future housing need, all drawn from the U.S. Census Bureau's American Community Survey (ACS) 2012-2016 5-Year Estimates:

1. Group quarters include such things as nursing homes, correctional facilities, hospice facilities, residential group homes, overnight shelters, residential treatment facilities, and other types of communal living. This number is relatively stable, having increased by fewer than 100 persons since the 2000 decennial census.
2. Average household size in Longview is about a tenth of a percent less than the statewide or countywide average. It may be expected to fluctuate as the older population begins to turn over to younger people who may have families; however, there is no basis for forecasting change in this demographic.

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3. The vacancy rate is a modifier based on the current vacancy rate of 8.6 percent. This is highly likely to fluctuate over time and is typically higher in rental than in owned housing.
4. Housing supply shows the current census estimate. With little new home building in recent years, it has remained relatively flat. It, too, can be expected to fluctuate over time.

It should also be noted that the projected number of housing units needed and projected unmet need are cumulative from year to year. For example, the projected unmet housing need of 2,374 units in 2040 includes all of the projected units needed from prior years. In reality, some of the need can be expected to be met by housing production resulting in increased supply during each five-year time period; however, there is no good basis for projecting production.

Raw-land development on quarter-acre lots would require 593 acres to accommodate the projected 2040 growth. This number would likely be reduced by the aforementioned factors, as well as the potential for redevelopment of existing substandard units, replacement of low-density with higher-density development, and infill – in other words, not strictly raw-land development. At the same time, it is increased when considering the additional land needed for associated infrastructure, environmental constraints or other difficult-to-develop sites, and additional housing units to maintain a healthy vacancy rate "cushion," typically about five percent of supply. Table 3-16 illustrates the amount of housing needed, by type, to meet future housing needs within the city, assuming that new housing units are developed using the same proportion of single-family, multi-family, and manufactured housing units as presently exists.

Table 3-16. Number of New Housing Units Needed, By Type, 2017 – 2040

			Estimate		Projected	
Unit Type	Census 2010	%	2017	%	2040	# New Units
Single Family	10,856	66.3	10,986	66.2	12,520	1,571
Multi-family	4,863	29.7	4,912	29.6	5,598	703
Manufactured Home	661	4.0	641	4.2	794	100
Total Units	**16,380**	**100.0**	**16,539**	**100.0**	**18,912**	**2,374**

Source: Census 2010, Washington Office of Financial Management, CWCOG

The need for new housing units can be met by using three basic strategies:

- Compiling and redeveloping existing low-density residential with a higher density (smaller single-family lots, increased height to allow extra stories in multi-family housing, etc.)
- Development of "leftover" properties in existing residential neighborhoods (infill)
- Annexation of additional area for residential development

In 2017, the City Council directed that zoned densities be increased and height limits removed to spur additional multi-family development, which could include redevelopment of existing housing to higher densities. Intervening plan updates should reassess housing needs and production.

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Housing Affordability

Home Prices

The Housing Price Index (HPI) is a broad measure of the movement of single-family house prices. It serves as a timely, accurate indicator of house price trends at various geographic levels and also serves as an analytical tool to help estimate, among other things, housing affordability in specific geographic areas. The HPI captures changes in real house price growth acceleration nationally as well as in various regions, among them Metropolitan Statistical Areas including Longview.

The HPI is published by the Federal Housing Finance Agency (FHFA) using data provided by Fannie Mae and Freddie Mac. The Office of Federal Housing Enterprise Oversight (OFHEO), one of FHFA's predecessor agencies, began publishing the HPI in the fourth quarter of 1995.

Following a considerable slump in price growth between 2006 and the early part of this decade, Longview's housing price acceleration picked up slightly in 2013 and has held at over seven percent per year 2014-16. Housing age, condition, and variety is also reflected in price. The median price of homes currently listed in Longview is $234,900; in Cowlitz County, $239,900; and in Clark County, $385,900.[26]

Longview median home values have gone up 15.6 percent, Cowlitz County home values have gone up 15.1 percent, and Clark County home values have gone up 8.8 percent over the past year. Zillow estimates that Longview and Cowlitz County values will rise 6.1 percent within the next year, while Clark County values will rise only 4.5 percent during that time.

Zillow predicts that foreclosures will be a factor impacting Longview and Cowlitz County home values in the next several years, because their foreclosure rate of 5 and 4.5 homes, respectively, per 10,000 outstrips the national value of 1.6. In Clark County, the figure is only 2.1. In Figure 3-8, Zillow's Market Health Index illustrates the current health of the three housing markets relative to other markets across the country. It is based on numerous metrics including those capturing past and projected evolution of home values, prevalence of foreclosures, foreclosure resales, negative equity and delinquency, and whether homes are currently selling faster or slower than in the past.

[26] Zillow Home Value Index, accessed December 28, 2017.

Figure 3-7. Comparative Market Health[27]

Longview Market Health

Data through Nov 30, 2017

3.3/10 Less healthy

16.3% Homes with negative equity (10.4% US Avg) (Mar 31, 2017)

1.5% Delinquent on mortgage (1.6% US Avg) (Mar 31, 2017)

Clark County Market Health

Data through Nov 30, 2017

9.5/10 Very healthy

64 Average days on Zillow (Oct 31, 2017)

4.4% Homes with negative equity (10.4% US Avg) (Mar 31, 2017)

0.8% Delinquent on mortgage (1.6% US Avg) (Mar 31, 2017)

Cowlitz County Market Health

Data through Nov 30, 2017

2.3/10 Less healthy

16.0% Homes with negative equity (10.4% US Avg) (Mar 31, 2017)

1.4% Delinquent on mortgage (1.6% US Avg) (Mar 31, 2017)

[27] Zillow Market Health Index, accessed December 28, 2017

Consolidated Plan

The City of Longview 2014-2018 Consolidated Housing and Community Development Plan ("consolidated plan") is required by the federal Department of Housing and Urban Development (HUD) in order for the City to receive federal monetary assistance through HUD. The plan is a comprehensive strategy developed that addresses affordable housing and community development needs present within the Kelso/Longview consortium area. Program goals, established by law, include provision of decent, affordable housing; achieving a suitable living environment; and expanding economic opportunity.

As part of the planning process, the consolidated plan assesses the housing needs, including affordable housing needs, public housing needs, homeless needs, lead-based paint concerns, fair housing concerns, identification of barriers to affordable housing, and community and economic development needs. It also contains a housing market analysis that examines significant characteristics of the local housing market, including supply, demand, condition and cost of housing, as well as the housing stock available to serve persons with disabilities and HIV/AIDS, and their families. Areas demonstrating concentrations of racial/ethnic minorities and/or low-income families are identified. The consolidated plan contains the best-available affordability analysis for the area, which should be relied upon in lieu of the separate analysis contained within the 2006 comprehensive plan update. Land-use issues related to housing within the consolidated plan include:

- There is sufficient housing for households at all income levels, but there is not a sufficient number of units that are affordable to people who are at 0-30 percent of the median household income. The consolidated plan posits that despite rebound growth since the Great Recession, a significant number of households in the 0-30 percent range are likely to continue struggling with housing costs and will continue to have unmet needs.

- Relating to earlier discussion in this chapter, the consolidated plan finds that there are extensive housing rehabilitation needs for both owner-occupied and rental units. Neighborhood input during the planning process emphasized the need for housing repairs, especially for low-income homeowners who have deferred maintenance and need weatherization help to hold down energy costs.

  The consolidated plan notes that for apartment owners in particular, the expectation of higher rents may make it attractive for owners to participate in a rental rehabilitation program and will also help to preserve existing housing stock.

- Housing inadequacies are geographically concentrated and besides housing age, correlate to high poverty, low household income, and low ownership rates. A high percentage of single-family households with the lowest percentage of median income are burdened the hardest by overcrowding; cost burdens are disproportionately upon seniors. Based on demographics such as income and poverty, minority and ethnic backgrounds, age and condition of housing, overcrowding and elderly population concentrations, housing problems are expected to be geographically concentrated into the Broadway Addition, Highlands, and Olympic West

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neighborhoods. Non-residential areas where households with multiple housing problems may be concentrated include downtown and Industrial Way/California Way.

The consolidated plan spotlights the following "strategic opportunities":

- Development of downtown housing is commonly viewed as an opportunity to enhance downtown vitality. An earlier project to accomplish this was put on hold due to financial constraints. Conversion of upper-story commercial units to apartments offers potential, while serving to renovate some older structures.

- The Highlands neighborhood has been a targeted area since 2009, with many accomplishments having been made. Building upon those successes would be a good foundation for a more strategic approach to neighborhood revitalization. Targeted housing rehabilitation would be particularly beneficial in making a visible difference that may motivate other property owners to follow suit. Much of the housing is rental stock but needs visible improvement. Families live in crowded units that have deferred maintenance issues. Older homeowners are unable to care for their units and may be financially unable to afford improvements.

- Broadway Addition is coming to a "tipping point" in terms of its community vitality. It would be strategic to target community development efforts at an early stage before letting conditions deteriorate to the point where deep investments in revitalization are needed. Many of the elderly households with housing needs may be concentrated in this area. Olympic West is a large area, but like Broadway has not yet suffered severe deterioration. Multi-family housing improvements may be a strategic opportunity to make a difference to the greatest number of residents.

Other Factors Affecting Affordability

The consolidated plan also calls out the following "negative effects of public policies on affordable housing and residential investment":

- Increased complexity of environmental regulation at all levels—Federal, state, and local ordinances create new development complexity and often conflict or duplicate requirements between levels of government. This is particularly an issue for affordable housing for issues surrounding infrastructure requirements relating to environmental quality, such as storm water management.

- Availability of land for construction – Development of affordable housing requires minimizing fixed costs, such as property acquisition. The most affordable sites are not typically located in the most densely population areas, where the need is greatest and other supportive services, infrastructure and transit are available. The most affordable sites in populated areas are often in areas where poverty is already concentrated.

- Funding – One of the consequences of the real estate market meltdown is much tighter lending criteria. Projects must meet a much tougher standard, which is particularly difficult

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for affordability projects. It is difficult to identify loan programs and other programs with adequate resources for housing development.

- "Not in my back yard" (NIMBY) sentiments - Many communities promote development restrictions that result in exclusionary zoning practices, imposing "gold-plated" subdivision standards, or adding more delays in the permitting process. Codes that support mixed uses and higher densities are often unpopular with those who would like to raise the bar "to protect their property value." There is a bias against multi-family housing, which is more cost-efficient to produce, and that runs counter to the preference for single family detached housing in typical suburban style. The NIMBY syndrome also affects activities directed to the homeless that serve as a gateway to housing.
- Urban barriers - Building codes, rehabilitation codes, and infill development can present lengthy and burdensome processes that create serious impediments to affordable housing preservation and development. Obsolete codes and excessive renovation requirements can significantly increase cost. Difficulties in assembling infill parcels in a timely manner can make some projects financially infeasible. The cities of Longview and Kelso have adopted the International Building Code and Maintenance Code, which are helpful in providing predictability and reasonableness in preservation and development activities.
- Infrastructure Requirements - Requirements, for sidewalks, curb and gutter, and on-site, parking can impact the ability to deliver affordable housing. While these amenities are desirable, there is a need for some flexibility in reducing fixed costs for affordable housing developers. Flexible parking requirements or waivers of standard parking set-asides may help development to "pencil out" and fit a more urban, "walkable" life style and active living, if there is a good mix of land uses conveniently located to support residential areas.

Housing Goals and Policies

Housing Supply and Availability

Goal HO-A

Promote balanced growth that will accommodate Longview's projected population and meet a variety of housing needs.

Policy HO-A.1.1 Encourage appropriate housing options in the downtown core and neighborhood commercial districts that will complement and expand existing markets.

Policy HO-A.1.2 Promote innovative land use techniques such as zero lot-line development, cluster housing, cottage housing, and accessory dwelling units, where appropriate and compatible with community character.

Policy HO-A.1.3 Increase the supply of quality housing stock and encourage a range of housing options that meet the demand for various types of housing (low-to- high density, rented/owned, etc.).

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Policy HO-A.1.4 Promote efficient use of land and infrastructure by encouraging infill development in neighborhoods and redevelopment activities.

Policy HO-A.1.5 As a Planning Area Boundary is being negotiated with Cowlitz County, seek complementary, area-specific changes to the county code to enable the use of "shadow plats" within the Planning Area Boundary that will allow for future increased densities accompanied by urban services.

Policy HO-A.1.6 Extend utilities to adjoining areas where urban-scale development is imminent.

Goal HO-B

Promote safe, healthy, environmentally sound, and accessible housing for all economic segments of the population.

Policy HO-B.1.1 Require examination and evaluation of project alternatives for development projects that eliminate ten or more units of existing housing.

Policy HO-B.1.2 Ensure fair and equal access to housing regardless of race, color, national or ethnic origin, religion, creed, age, sex, sexual orientation, marital status, or disability.

Policy HO-B.1.3 Support Continuum of Care homeless planning efforts geared toward providing a continuum of housing choices that allows families and individuals to progress toward independence.

Policy HO-B.1.4 Recognize the need for supportive housing environments and support appropriate siting of facilities.

Neighborhood Quality

Goal HO-C

Promote housing and neighborhoods that support thriving communities.

Policy HO-C.1.1 Foster high-quality development and redevelopment that respects natural features, the built environment, and existing neighborhoods.

Policy HO-C.1.2 Encourage affordable housing locations near employment centers, transit, and public facilities.

Policy HO-C.1.3 Provide pedestrian and automotive connectivity between neighborhoods and elsewhere within Longview. Connect neighborhoods with schools, community facilities, shopping, and the downtown core.

Policy HO-C.1.4 Foster ongoing dialogue between City government and neighborhoods, encourage formation of neighborhood organizations, and support projects and programs for neighborhood improvement.

Goal HO-D

Promote social equity in housing by encouraging mixed income and mixed generational neighborhoods.

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Policy HO-D.1.1 Promote socio-economic diversity through distribution of affordable housing opportunities throughout the city.

Goal HO-E

Facilitate lifecycle neighborhoods and community stability by providing for alternative living arrangements such as accessory dwelling units (ADUs), shared housing, cohousing, and smaller housing types; and by encouraging infill.

Policy HO-E.1.1 Promote the use of accessory dwelling units to meet housing needs.

Policy HO-E.1.2 Encourage alternative housing and ownership models that will address shifting demographics and unmet needs for affordable housing options, such as accessory units, cottage housing, and cohousing.

Housing Affordability

Goal HO-F

Reduce barriers to access to civic, educational, economic, and social opportunities for low-income and special needs populations.

Policy HO-F.1.1 Promote preservation of the existing housing stock, giving a high priority to affordable housing units.

Policy HO-F.1.2 Examine methods of stimulating affordable housing production through development fees and permitting processes.

Policy HO-F.1.3 Support property tax reductions for affordable housing by expanding tax exemptions or credits for owners of lower income housing and supporting other tax reductions or incentives for the development of affordable housing.

Policy HO-F.1.4 Promote local inclusionary zoning requirements for affordable housing or voluntary programs with density bonuses and other incentives for developers.

Policy HO-F.1.5 Target public funds dedicated for housing, community and neighborhood improvement using a strategic approach to maximize leverage of private investment.

Policy HO-F.1.6 Extend support for the continuation of housing programs and the development of new approaches that help meet low income housing needs.

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Chapter 4. Economic Development

Introduction

Longview has an industrial foundation, has a reputation for heavy industry, and is a cost-competitive alternative to the increasingly costly and congested Portland-Vancouver and Seattle-Tacoma metropolitan areas. However, given the current market conditions and trends, it is becoming more evident that the City needs to diversify its economy to improve economic stability, opportunity, and prosperity. Stimulating new jobs and investment continues to be a priority.

Longview's Economic Development Element is intended to provide background information on the local economy and strategies to strengthen economic conditions to help meet the community's vision:

Longview in 2023 is a vibrant regional economic center. Support for traditional industries and health care services, a strengthened port, and flourishing new industries result from an environment that welcomes business. Tourism, improved productivity, and paperless business transactions through the use of applied technology reflect change and growth. A vital downtown that is safe, inviting, and historic complements the entire region[28].

Summary of Existing Conditions and Trends

In the late 1970s, there were 6,400 timber jobs in Cowlitz County, and a third of all jobs were in manufacturing. The county's per capita income was close to the state average and above the national average. Since then, timber and manufacturing employment has declined, and wages and income have not kept up with the rest of the nation. New high wage, high skill occupations have yet to emerge locally to any significant degree. The county has had some success with economic diversification, but it has been a case of two steps forward, one step back.

During the Great Recession, Cowlitz County lost 7 percent of its nonfarm employment, more than the state or nation. Its unemployment rate hit 15 percent (not seasonally adjusted) at one point, before easing downward at the end of 2010. By fits and starts, employment growth turned positive in 2010, helped by construction projects on new investments: a new grain terminal, a new steel pipe plant and two new Walmart stores (in Longview and Woodland). However, employment retrenched in 2011, stagnated in 2012, before finally taking off in mid-2013 and accelerating in 2017. Employment as of

[28] Source: Longview 2023: Our Preferred Future, Revised 2006

October 2017 was 1,000 jobs—2.6 percent—above the pre-recession peak, with a year-over-year growth rate quite strong at over 4 percent.

In 2016, one-sixth of Cowlitz County's employment base was in manufacturing, including two paper mills, several sawmills, a large chicken processor, as well as numerous smaller producers in machinery, fabricated metals, chemicals and other segments. The county has excellent transportation connections, including two active marine ports, rail connections and Interstate 5.

Labor Force and Unemployment

Over the past two decades, Cowlitz County's unemployment rate has run about two percentage points higher than the national average during good times, and three or four points higher during recessions. The average annual rate in the county topped 13 percent in 2009, before easing down a point a year through 2016, when the annual rate was 7.5 percent. Preliminary measures of unemployment dropped further in 2017, reaching the lowest rate on record at 5.2 percent in October. The county's labor force participation rate in 2016 dropped from 56.6 percent down to 54.9 percent, substantially lower than the national mark of 63.0 percent. The rate for women (50.9 percent) was much lower than that for men (59.1 percent), and both were seven to nine percentage points below the comparable national figures. In 2015, Longview provided employment to 12,477 non-city residents while 11,375 city residents worked outside of the city.

Industry Employment

Over the past two decades, Cowlitz County was hit harder by the 2001 recession than the state, in part due to the closure of the former Reynolds aluminum smelter. Expansion resumed in 2004 but tapered off beginning in 2006. The county led the nation going into a recession in mid-2007. Recovery really didn't start until halfway through 2013, and employment growth was relatively rapid in 2017.

Construction, mining, and logging made up just fewer than 8 percent of county nonfarm employment in 2016, down from 10 percent in 2007. As in many areas of the country, construction employment in the county was decimated in the recession. Payrolls in construction, mining, and logging peaked at 4,000 jobs in mid-2007 and bottomed out at 2,700 jobs (-32 percent) before recovering somewhat to 3,300 jobs in 2017. Within those totals, logging employment has declined from 700 to 500 jobs.

Historically the county averaged about 500 housing permits a year. The bubble years drove that number up to 700 units in 2006. The market for new homes bottomed out in 2011 (113 permits), with 2016 being the first decent year of late with 308 units permitted. Only 35 of those were for multi-family units, which remain in short supply.

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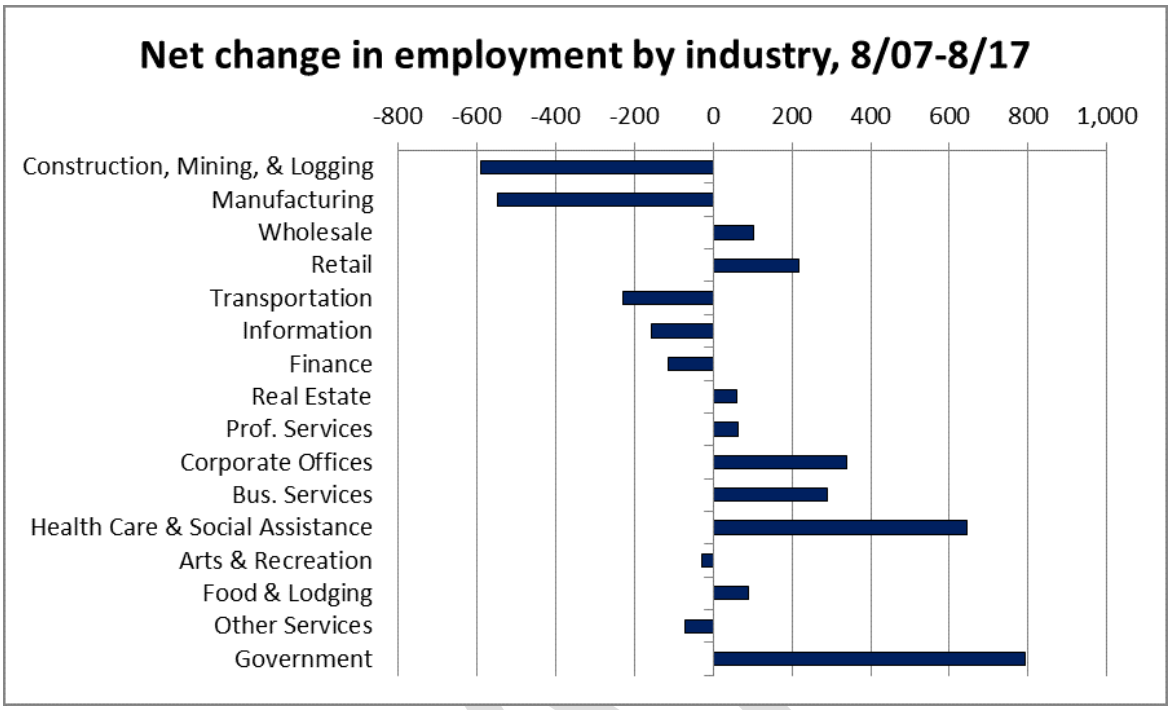
Figure 4-1.



In 2016, 17 percent of county jobs were in manufacturing, down two percentage points from 2007. Like elsewhere, manufacturing was hit second hardest. In Cowlitz County, after the 2001 recession, factory jobs had stabilized at 7,300 jobs until early in 2007. Employment bottomed out at 5,800 jobs in mid-2009 (-21 percent), before recovering to 6,500 jobs in 2017. Most of the loss during the recession was in paper products (-600) and wood products (-400); the county has seen steady growth (+300) in other durable goods such as metals and machinery and in other nondurable goods (+300).

Wholesale trade, which made up 4 percent of county jobs in 2016, slid by 300 jobs, from 1,600 to 1,300 (-19 percent) during the recession, but by the end of 2017 had almost fully recovered the loss. Retail trade has consistently had a 12 percent share of Cowlitz employment. Retailers cut 500 jobs falling to 4,300 during the downturn (-10 percent), rallied with the opening of a new Wal-Mart, retrenched again, and then began adding jobs in 2014. Employment fully recovered from the recession in 2015. Taxable sales suffered a hefty 24 percent decline from the pre-recession peak, but finally made it back to previous levels in 2016. Throughout this period, just over 12 percent of jobs were in retail trade. Transportation jobs, while sometimes quite volatile due to port activity, have hovered around 1,700 jobs throughout the past decade, contributing 4 percent of total employment.

The financial services sector cut almost a fourth of its payroll, falling from 1,600 to 1,200, with the closure of the Cowlitz Bank in mid-2010 being a low point (it was acquired by Heritage Bank). By the end of 2017, most of the gap had been closed, as job counts hovered around 1,500—just under 4 percent of all jobs.

The county's professional services industry drifted downward by 100 jobs from 2010 to 2015, but has rebounded since then back to 800 jobs. Business services employment was quite volatile, due mostly to large swings in temporary staffing services. It trended upward from just under 1,000 in 2007 to

more than 1,300 in 2017. Altogether professional and business services made up less than 6 percent of total jobs.

Healthcare and social assistance peaked at 6,000 jobs in late 2011, declined in 2012, but began adding jobs again in 2014 and again reached 6,000 jobs in 2017. This sector employed 15 percent of the workforce in 2016.

Leisure and hospitality, which has consistently had a 9 to 10 percent share of total employment, lost 500 of its 3,500 jobs in the downturn, then had a very uneven recovery before returning to that level in late 2013. A burst in late 2015 pushed job counts up to 3,700, where it has remained through most of 2017. Hotel/motel sales, which dropped 29 percent in the downturn, had completely recovered by early 2015, and were 15 percent above the previous peak midway through 2017. Restaurant sales dipped by 11 percent but increased rapidly during the recovery and have also surpassed their previous high by 18 percent.

Government agencies employed 6,000 workers in 2008, recovered to that level by 2015, and by 2017 employed almost 6,500. Federal and state governments were unchanged, while K-12 school employment rose by 5 percent and other local government employment by 17 percent. Government's proportion of total jobs in the county has consistently been around 16 percent.

Industry employment by age and gender

The Local Employment Dynamics (LED) database, a joint project of state employment departments and the U.S. Census Bureau, matches state employment data with federal administrative data. Among the products is industry employment by age and gender. All workers covered by state unemployment insurance data are included; federal workers and non-covered workers, such as the self-employed, are not. Data are presented by place of work, not place of residence. Some highlights:

In 2016, 12 percent of the jobs in Cowlitz County were held by workers under the age of 25, while 24 percent of jobs were held by those aged 55 and over. The rest of the jobs were split between those age 25 to 34 (20 percent), 35 to 44 (22 percent), and 45 to 54 (23 percent). The county's age profile was somewhat older than the state's.

Jobs were almost evenly divided between men (52 percent) and women (48 percent). There were substantial differences in gender dominance by industry.

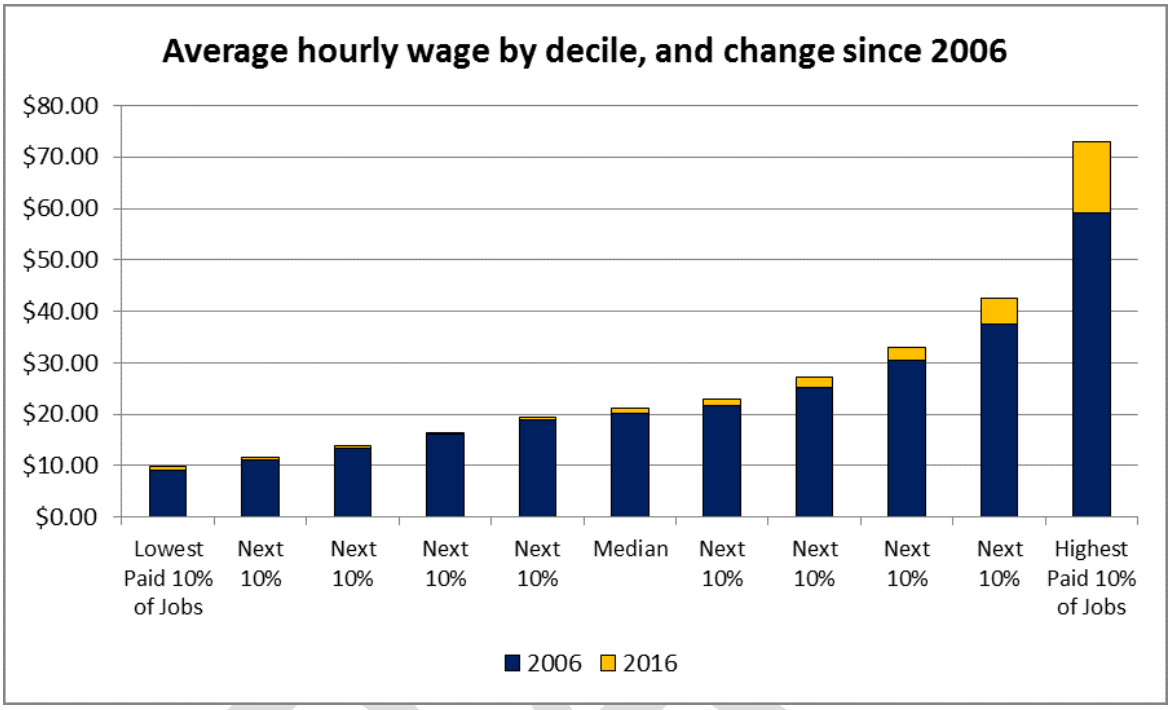
- Male-dominated industries included construction (87 percent), manufacturing (78 percent), wholesale trade (73 percent), transportation (81 percent) and business services (68 percent).
- Female-dominated industries included healthcare and social assistance (82 percent), finance and insurance (79 percent) and educational services (public and private combined, 73 percent).

Wages and income

The median hourly wage for jobs in Cowlitz County in 2016 was $21.12, little changed from the 2014 and 2015 medians but still the highest on record. Cowlitz was almost $3 per hour below the state median, but if King County were excluded, Cowlitz exceeded the rest of the state. Over the past decade, wage polarization has increased in the county. Wages for the best-paid 10 percent of jobs have jumped 23 percent, while the median was up 4 percent. The average hourly wage for jobs at the

low end was up 8 percent, but between the bottom and the median, hourly wages appreciated by 2% to 5%.

Figure 4-2.

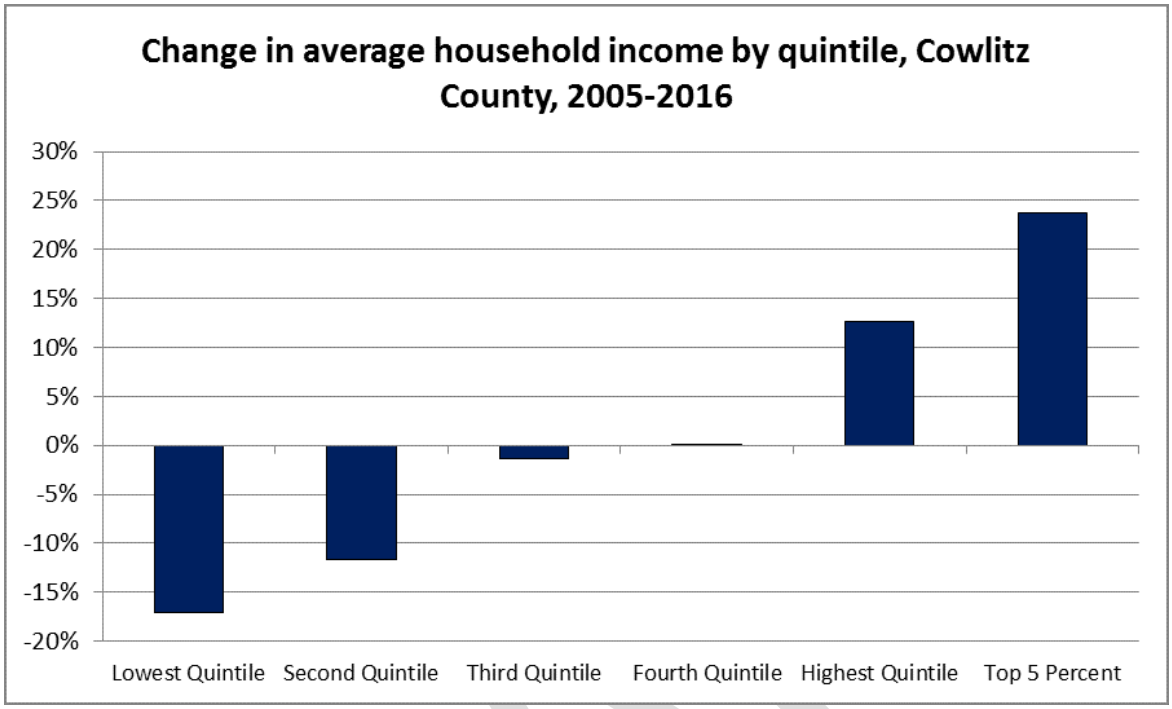


In 2016, average annual wage was $45,775, well below the state ($59,073) and national ($53,611) averages. The average has risen relatively slowly over the past three decades.

During the recession, from 2007 to 2010, job losses were spread fairly evenly across the wage spectrum, except at the upper end—there was actually an increase in the number of higher wage jobs ($48 per hour and up). From 2010 to 2016, the number of jobs paying below $12 per hour declined, while those paying between $12 and $18 per hour made up 16 percent of net new jobs, and 21 percent paid $54 per hour or more.

Not surprisingly, household income declined sharply in the recession. Household income estimates from the American Community Survey during this period are not very reliable, with significant sample error contributing to major swings that don't make sense. The overall trend—the estimate for 2016 median household income, at $50,637 (12 percent below the U.S. median), was essentially the same as for the 2005-09 period. Median family income, which also had a few aberrant years, increased by 10 percent from 2005 to 2016's $64,239—still about 10 percent below the U.S. median. The distribution of income worsened noticeably, as shown in the chart below. The average income for the top 20 percent of households increased by 13 percent, and the top five percent of households by 24 percent. In contrast, the bottom 20 percent of households dropped by 17 percent. While this decline may be due to an outlier in 2016, the overall trend over the decade was flat for the lowest-income households, so in any event, income inequality had grown. Poverty remained high at 16.8 percent in 2016.

Figure 4-3.



Personal Income

Personal income includes earned income, investment income and government payments such as Social Security and Veterans Benefits. Investment income includes income imputed from pension funds and from owning a home. Per capita personal income equals total personal income divided by the resident population.

In 2016, Cowlitz County per capita personal income was $41,449, a 1.9 percent increase, more than the state or nation. Earned income (2.1 percent) and transfer payments (2.2 percent) grew even faster. Transfer payments to residents of Cowlitz totaled $1.2 billion in 2016, an average of $11,214 per resident. That was substantially higher than the $8,567 per capita figure nationally. Much of the difference has to do with the county's older population—Social Security and Medicare payments were well above the state and nation. Poverty also played a role: Medicaid, income maintenance benefits (which includes Temporary Assistance to Needy Families, more popularly known as welfare) and the Supplemental Nutrition Assistance Program (a.k.a. food stamps) were all above average, as were disability payments and unemployment insurance benefits. Finally, Veterans' Benefits also outpaced the nation.

Table 4-1. Per Capita Transfer Payments, 2016

Type	Cowlitz	U.S.	Difference
Total benefits	$11,214	$8,567	30.9%
Social Security benefits	$3,994	$2,774	43.9%
Medicare benefits	$2,396	$2,030	18.1%
Medicaid	$2,286	$1,778	28.6%
Supplemental security income (SSI) benefits	$256	$175	46.6%
Supplemental Nutrition Assistance Program (SNAP)	$387	$202	90.9%
Other income maintenance benefits	$374	$234	59.6%
Unemployment insurance compensation	$138	$98	40.1%
Veterans' benefits	$379	$287	32.0%

The above text in this chapter section is taken almost verbatim from the "Cowlitz County profile" produced by Scott Bailey, Regional Labor Economist for the Washington State Employment Security Department. Some additional narrative was included to supplement the information.

Retail Sales

Before the Great Recession, Longview was seeing growth in retail sales and increases in retail space. In the few years before the downturn, a Lowes and a Home Depot were built, the Triangle Center was revamped, and a second Walmart was constructed among numerous smaller projects. Since then, there has been little expansion of retail space. In 2015, annual sales finally returned to pre-recession levels. Longview has seen six consecutive years of sales growth, the last three in excess of 4.5 percent. 2017 growth was the second highest (behind 2013) since before the recession. Longview's 2016-2017 growth rate outpaced Washington State's growth by more than a full percent (7.44% to 6.28%). While Longview is seeing decreasing commercial space vacancies, the City has not yet seen substantial interest in adding additional retail space. Nationwide retail space increases have been lackluster, non-existent or even retracting. Some of this is attributed to overbuilding prior to the great recession, increasing online (e-commerce) sales, and changing spending habits. These factors are likely impacting the local area also.

Downtown

In late 2010, the City of Longview determined that an enhancement strategy to augment the ***2001 Downtown Plan*** was needed to further revitalize Downtown Longview. The resulting ***Longview Downtown Action Agenda 2011*** was defined with involvement from the City government, the local business sector, representatives of non-profit organizations, and members of the community. The ***Longview Downtown Action Agenda 2011*** includes the following areas of focus:

- Resident and business surveys were performed to identify what is working well for downtown and what is lacking that would attract new businesses, more customers, and more residents living in the downtown.

- A series of discussions, focus groups and meetings were held to define the community's preferred vision of Downtown Longview relative to uses and users. The resulting vision included quality retail, offices, entertainment, restaurants, living units (condos) and art venues.

- A retail market analysis indicated that opportunities exist to enhance and expand certain types of retail businesses in the downtown. A list of recommended retail businesses was identified and included in the ***Course of Action*** chapter of the ***Longview Downtown Action Agenda 2011***.

- Analysis of office use downtown revealed an estimated 15,000 to 25,000 square feet of additional office space could potentially be supported in the downtown.

- Review of existing housing downtown identified 180 housing units with a 90% occupancy rate. Perceptions are that the downtown has an overabundance of affordable housing units and more market-rate units should be the goal.

The ***Longview Downtown Action Agenda 2011*** also identified a series of "Issues and Actions" specific to public safety, traffic and parking, streetscape, public signs, building improvements, business development, marketing, and management. Implementation of several of the recommendations has occurred including improved pedestrian safety features at various downtown crosswalks, changes to parking time limits and permits, new streetscape for Commerce Avenue between Washington Way and Florida Street, promotion of pedestrian friendly hanging bracket signs for businesses, and two phases of a façade improvement grant program.

The Downtown Advisory Committee (DAC) is a City Council appointed body that has been in existence since the creation of the ***2001 Plan***. The DAC continues to meet regularly to consider the elements identified in the ***Longview Downtown Action Agenda 2011*** and make recommendations for implementation.

Strengths and Challenges

The Longview Comprehensive Plan 2006 identified Longview's economic strengths and challenges. City staff believes these still apply. The 2018 Regional Comprehensive Economic Development Strategy (CEDS) outlines many of the same issues.

Longview's locational strengths, summarized by City management, include its proximity to I-5, freight access to the Columbia River channel, rail access, cost competitiveness with the Seattle-Tacoma and Portland-Vancouver metropolitan areas, and some of the largest vacant industrial sites on the West Coast.

Labor force strengths, as defined in the Cowlitz Region Workforce Report, include a workforce with greater than average experience in the warehouse and distribution sector, customer service, materials handling, general office skills, sales, and numerous facets of manufacturing including assembly, repair, management and machine operations.

Community strengths are described in the Cowlitz County Community Report Card and through public input. The report card identifies positive community trends such as improved housing

affordability, an increase in post-high-school training, and a decrease in both reported child abuse and youth drug and alcohol related crimes. A number of additional community strengths were described in February and June 2005 by Comprehensive Plan update workshop participants, including Longview's small-town atmosphere, historic buildings, Lake Sacajawea, access to outdoor recreation and quality health care, and its low cost of living.

Economic development challenges are described by economic sector and reflect city management and community input:

Industrial. Distance from major metropolitan areas such as Portland-Vancouver and Seattle-Tacoma and distance of prime industrial sites from I-5 (relative to other communities), relative lack of State incentives, recent timber company mergers, and Port property being outside of the City limits. Warehouse-distribution firms prefer sites in more urban areas and/or with immediate access to an interstate freeway. The local street access system beyond 1-5 and Tennant Way is viewed as confusing and creates substantial conflicts with non-industrial traffic.

Office. College graduates not returning to Longview, perceived lack of community understanding of the value of higher education and professional sector jobs and need for conversion of downtown space that may require property owner incentives.

Downtown. Number of social services, nonretail uses in storefronts, low rents hindering property reinvestment, lack of gateways and straightforward access, and increased competition from big box retailers and online sales.

General economy. Erosion of small businesses, limited economic diversification, lack of concern with neighborhood quality as a development tool, impact of crime, and lack of four-year college opportunities. Opportunities for recent college graduates to obtain employment in high-wage high- growth sectors and a limited entrepreneurial support community are also seen as obstacles to economic diversification.

Community challenges are also listed within the Cowlitz County Community Report Card. Health indicators identified as needing further attention include the percent of residents who are overweight or obese, a continued low representation of college graduates, and an increase in drug-related deaths.

Economic Development Goals, Objectives, and Policies

This Economic Development Element describes a set of goals, objectives, and policies that effect not only land use but other marketing, investment, and employment activities of public agency, non-profit, and private participants in the Longview community. Successful implementation of the economic development element will require careful coordination between the land use and regulatory process of the Comprehensive Plan with other economic development activities extending beyond the typical purview of a planning document.

Actions that "cut across" the topic-specific components of this economic development element can be summarized to include establishing benchmarks, monitoring, capital budgeting, and marketing and branding.

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Economic Diversification

Goal ED-A To achieve a diversified, balanced economy to ensure sustained economic growth and employment opportunities.

Objective ED-A.1 Build a strong local economic development program with partnerships at the regional level to promote and build a stronger economic base

Policy ED-A.1.1 Adopt land use plans and zoning classifications that are supportive of responsible economic development, accommodating a range of industrial, commercial and mixed-use opportunities reflective of community need and responsive to market demand. Provide a process for land use revisions on a periodic basis if needed to assure an adequate supply of ready-to-build sites across all employment land designations.

Policy ED-A.1.2 Recognize much job growth can come from expansion and redevelopment of existing industry and business in the Longview Planning Area. Support existing businesses with incentives and programs such as permitting/regulatory assistance, low interest loans, bond programs, work force training, tax credits, etc. Work with partner economic development agencies to implement incentives and programs.

Policy ED-A.1.3 Support the expeditious processing of applications, permits, and licenses necessary to allow new industry, commerce, office, and mixed uses to locate inside the city limits and to facilitate existing business/industry expansion. Maintain up to date information on local requirements relating to zoning, infrastructure, environmental protection, and work to facilitate a welcoming, regulatory approach.

Policy ED-A.1.4 Work with the Longview School District and Lower Columbia College to foster a well-trained and educated workforce (e.g., ensuring high school graduates have problem solving and job readiness skills and attracting four-year college programs to Longview).

Policy ED-A.1.5 Work to provide up-to-date broadband capacity adequate to serve a variety of industry including technology firms.

Objective ED-A.2 Establish a public capital improvement budget (or suballocation) within the existing Capital Improvement Plan (CIP) for economic development, including a means for prioritizing projects based on Comprehensive Plan consistency and ability to respond to new opportunities that will make a difference for community economic vitality. This public capital improvement budget could be prepared at the time of the biennial City budget.

Policy ED-A.2.1 Plan for adequate public facilities to attract and support sustained economic growth. Fund construction and maintenance of facilities through a combination of federal, State, and local grants, funds, and system charges as well as through mitigation fees, development extensions, and other sources.

Policy ED-A.2.2 Consider economic development potential as a ranking criterion for major CIP projects and participate in the regional effort to promote economic development and include Longview CIP projects in the Comprehensive Economic Development Strategy (CEDS).

Objective ED-A.3 Develop a marketing and branding program in conjunction with economic development partners.

- Identify and coordinate activities of organizations involved in economic development marketing, extending from the industrial recruitment and expansion focus of CEDC to also encompass opportunities for tourism, retail, office, and mixed-use related business

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and development marketing and the planning efforts of the Economic Development District.

- Establish a program to "brand" Longview to attract prospective visitors, residents, businesses and other investments.
- Identify and promote tourism opportunities within the City as a means to support Longview's commercial sector enhanced by community efforts to improve quality of place.

Policy ED-A.3.1 Continue to play an active role and to support local and regional economic development programs, planning, and activities with partner agencies including the Port of Longview, Cowlitz County Economic Development Council, Kelso-Longview Chamber of Commerce, Cowlitz-Wahkiakum Council of Governments, Longview Downtowners, Lower Columbia College, Workforce Southwest Washington, and similar organizations.

Objective ED-A.4 Continue to aggressively market City-owned property in industrial areas, such as the Mint Farm, in collaboration with major businesses and economic development partners. Revise actions and strategies through the City Council goal setting and budgeting process. The City could include the creation of a formula that would reward a capital-intensive business or industry that brings in new jobs and tax base to the City of Longview.

Policy ED-A.4.1 Strive to preserve existing industrially zoned land for industrial uses. Work to protect from those lands from rezoning.

Policy ED-A.4.2 Aggressively seek annexation and development of underutilized industrial property contiguous to the city.

Policy ED-A.4.3 Cooperate with regional economic development partners in obtaining low cost expansion loans, or federal or State grants for industry.

Policy ED-A.4.4 Ensure City Transportation Plans promote improved transportation linkages (highway and rail) with fewer use conflicts in accessing existing and planned industrial sites.

Policy ED-A.4.5 Support Columbia River Channel maintenance efforts, together with expansion of Port of Longview maritime and upland industrial site capabilities.

Objective ED-A.5 Periodically review and update City zoning regulations for Downtown, Regional, Commercial, and Neighborhood Commercial districts. Consider implementation of flexible land management techniques such as form-based zoning. Commercial locations, development standards, and permitted uses should reflect the intended intensity of the business districts and ensure each district contributes to City goals for an attractive, flexible, and economically vibrant commercial base.

Policy ED-A.5.1 Continually strive to make existing retail/service districts viable and attractive to new and existing business. Encourage business district associations and marketing together with property and streetscape maintenance/enhancement programs to make the property easy to access by all modes of transportation.

Policy ED-A.5.2 Focus new retail opportunities around currently established nodes along 15th Avenue and Ocean Beach Highway, as well as at selected locations along SR-432 and Industrial Way, offering sites consistent with current retail configuration and access requirements.

Policy ED-A.5.3 Encourage the consolidation of commercial land to achieve development that is functional, attractive, and offers community amenities.

Policy ED-A.5.4 Promote annexation of the entire Ocean Beach highway corridor for consistent land use, design and transportation/access treatment of commercial and other corridor development.

Policy ED-A.5.5 Promote the infill of downtown commercial properties for market-rate mixed

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use development.

Objective ED-A.6 Create incentives to encourage a mix of both downtown multi-level and campus low-rise office and business park development through zoning and marketing.

Policy ED-A.6.1 Encourage expansion and upgrade of existing private and public-sector employers to higher quality downtown area and campus-oriented office space, supportive of major renovation and new construction. Encourage the attraction of office employers with high wage potential as part of the community's overall economic development efforts.

Policy ED-A.6.2 Apply mixed office and commercial zoning near St John Medical Center to accommodate higher quality, campus-oriented medical and professional office space.

Policy ED-A.6.3 Actively recruit major new office employers to Longview, possibly including back office data and customer service functions, educational facilities, and regional headquarter facilities.

Policy ED-A.6.4 Together with regional economic development partners, promote site assembly necessary to accommodate and attract large build-to-suit employers, including support for public-private arrangements for on- and off-site infrastructure improvements, parking, and/or financing incentives such as occurred with the rehabilitation of the Columbia Mercantile building.

Objective ED-A.7 Work to improve codes to encourage and support the development of a variety of housing types throughout the City.

Policy ED-A.7.1 Promote residential and mixed-use development to attract workers from nearby metro areas.

Policy ED-A.7.2 Encourage substantial new housing development, especially for mid-upper income residents in or near downtown Longview.

Policy ED-A.7.3 Promote use of tax benefits (e.g., property tax abatements) for new housing development in downtown or other priority areas of the City.

Policy ED-A.7.4 Consider residential development in proximity to or with views of the Cowlitz River.

Policy ED-A.7.5 Encourage mixed-use development with live-work, retail, supporting services, and employment, either on-site or in close proximity to residential uses through the Neighborhood Commercial zone, Regional and Community Commercial nodes along major corridors.

Policy ED-A.7.6 Support actions that improve the ability to develop both public and private property that is industrially zoned at Barlow Point.

Downtown

Goal ED-B To create a downtown in Longview whose viability is based on a unique character, is easily differentiated from other commercial areas in the Longview/Kelso area, is attractive to residents and visitors, is active 24 hours a day, and attracts residents and visitors from Longview and other areas.

Objective ED-B.1 Continue the implementation of the Downtown Plan through City staff support, development code updates, and coordination with Longview business groups. Key activities and programs should be identified biennially in conjunction with the adoption of the City's budget.

Policy ED-B.1.1 Retain and promote existing retail and office uses. Consistent with the Downtown Plan, expand customer marketing, business development, streetscape improvement, property owner/developer programs, and promote parking efficiencies for a well-defined downtown retail core and mixed-use district.

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Policy ED-B.1.2 Work with building owners to facilitate the use of upper floors of existing buildings. Provide incentives for new multi-level mixed use development with ground floor retail, upper level housing and/or office uses, and shared parking opportunity.

Policy ED-B.1.3 Encourage more market rate housing in and near Downtown to strengthen Downtown businesses, support transit service, increase housing diversity, and provide an active, social character. Consider adaptive reuse of some city-owned parking facilities to jump-start the process.

Policy ED-B.1.4 Ensure Downtown's historic character is retained as new businesses and buildings are established, such as through Downtown design standards, landmark ordinances, tax incentives, or other means.

Policy ED-B.1.5 Encourage new uses and structures Downtown that are in scale and character with surrounding areas while not precluding efforts to build population density in the downtown area.

Policy ED-B.1.6 The creation of an attractive streetscape and the provision of improved pedestrian and vehicular traffic circulation are encouraged. Revitalization efforts should continue as a way to enhance the livability and sense of place of the entire Downtown area.

Policy ED-B.1.7 Provide for community festivals, the farmers' market, performing arts, or other community events for all ages especially those offering residents the opportunity to market homemade/home grown items.

Policy ED-B.1.8 Coordinate with the Longview Downtowners, and other economic development partners to promote Downtown Longview.

Policy ED-B.1.9 Promote use of tax benefits (e.g., a 10-year property tax exemption) for new housing development in downtown or other priority areas of the City.

Gateways and Community Identity

Goal ED-C

To provide a welcoming environment that residents want to show off to tourists and visiting business leaders that includes a unique sense of place and identity for Longview capitalizing on the community's unique heritage as a planned city.

Objective ED-C.1

Develop a Longview Gateway and Boulevard Plan for each entrance of the City. Plans may be staggered in a priority order as determined by the City Council through the budgeting process. The plans should address development quality, signage standards, landscape treatments, and public investment actions.

Policy ED-C.1.1 Define the primary entrances to the City as follows: Ocean Beach Highway (SR 4) at Cowlitz Way, and Ocean Beach Highway (SR4) at Willow Grove, Tennant Way (SR 432), and Oregon Way.

Policy ED-C.1.2 Through Gateway and Boulevard Plans, create a hierarchy of tree and vegetation standards, signs, light standards, public art, kiosks, or other features to readily direct users to key destinations. Apply these visual cues to the arterials, trail network, and key local and regional destinations.

Policy ED-C.1.3 Encourage private businesses, civic organizations, and other nonprofit groups to work proactively with the city to support the aesthetic improvement of the City's gateways and streetscapes. Partnerships can assist in establishment, and maintenance costs of landscaping and/or elements of the citywide gateway, boulevard, and wayfinding system.

Policy ED-C.1.4 Apply landscaping, access, and signage regulations to commercial and mixed-use developments in the City to ensure noticeable, attractive visual appeal. Consider perimeter and parking lot landscaping, consolidated access points and linked

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parking areas, and sign sizes based on pedestrian as well as auto orientation.

Policy ED-C.1.5 Provide street, access, and signage standards that allow for quick emergency vehicle responses.

Policy ED-C.1.6 In commercial, multi-family, and mixed-use districts, allow for parking to be visible but not dominate the street view. Encourage building, parking and site design treatments that accommodate pedestrians and bicyclists as well as automobiles.

Policy ED-C.1.7 Require building placement or screening to limit unsightly views, such as heavy machinery, storage areas, loading docks, and parking areas and reduce their visibility from adjacent residential districts and from arterials.

Policy ED-C.1.8 Minimize long-term or future deterioration of air and water quality by encouraging planning for alternative transportation facilities and use of mitigation factors during project development based on existing regulations.

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Chapter 5. Natural Environment

Introduction

Longview's quality of life is affected by the health of its natural environment. In turn, its built environment directly and indirectly affects the natural environment. Therefore, land-use plans and major land-use decisions should be made with the fullest possible understanding of the natural environment. The City espouses policies that honor private property rights and allow for development while minimizing the level of direct impacts to the natural environment that are commonly associated with development activities.

This chapter provides a policy framework for protecting and improving Longview's natural environment. Policies and regulations guide land development, with particular attention given to minimizing or mitigating the impacts of development in critical areas such as wetlands, aquifer recharge areas, fish and wildlife conservation areas, geologically hazardous areas, and floodplains. These policies are intended to achieve land-use and development practices that are compatible with the features and functions of the natural environment, with a goal of protecting rather than destroying significant natural features and processes of the land in Longview.

In weighing protection of the natural environment against other needs, including urban growth, housing, economic development, and recreation opportunities, Longview strives to balance these aspects of the community and achieve protection of the environment through a variety of means, including regulation of property, incentives, and public programs.

Statutory Planning Requirements

Preserving the natural environment is the backbone of planning requirements applicable to the City of Longview. Local jurisdictions that are not subject to full comprehensive planning requirements under the state Growth Management Act must still designate natural resource lands (including those related to forestry, agriculture, fisheries, and mining) and critical areas (wetlands, critical aquifer recharge areas, fish and wildlife habitat conservation areas, frequently flooded areas, and geologically hazardous areas) and identify steps to preserve them; and adopt complementary critical areas regulations.

The City must use best available science (BAS) when developing critical areas policies and regulations, and special consideration must be given to conservation or protection measures necessary to preserve or enhance anadromous fisheries. Criteria for determining BAS is set forth at length in WAC 365-195-905 through -915, and for "special" fisheries consideration in WAC 365-195-925.[29] Generally, BAS includes those approaches that contain reasonable inferences and draw logical conclusions, are contextually appropriate, have utilized quantitative analysis, contain supporting citations, and have undergone peer review; and whose methods are delineated and replicable.

Summary of Existing Conditions

[29] Additionally, WAC 365-95-920 offers approaches if a jurisdiction's BAS is found to be inadequate.

Following is a summary of existing conditions based on the environmental aspects included in the previous comprehensive plan update. Where available, data has been updated and information added. The existing conditions report upon which the previous version was based has not been updated but continues as a foundation document for the original work.

Wetlands

Wetlands assist in the reduction of erosion, siltation, flooding, and ground and surface water pollution and provide wildlife, plant, and fish habitats. They are characterized by three primary conditions: the presence of water at or near the surface, distinct soil types, and a prevalence of vegetation typically adapted for life in saturated soil conditions. Not all wetlands may demonstrate all of these conditions at all times of the year, so an area need not contain hydric soils *and* be inundated with water *and* contain water-loving plants at all times in order to be classified as a wetland. Each wetland provides various beneficial functions, but not all wetlands perform all functions, nor do they perform all functions equally well. Wetland destruction or impairment can result in increased public and private costs or property losses by, for instance, causing flooding in areas that have previously not flooded because the holding capacity of the land was modified.

Most of the wetlands in Longview are located in the western portion of the city and along the Columbia and Cowlitz rivers. Almost 60 percent of the overall wetland acreage is located within the light and heavy industrial zoning districts. Other known wetland locations include Lake Sacajawea and areas near the former sewer lagoons. Wetlands that have been identified and mapped in the city take up approximately five percent of the total land area.

Frequently Flooded Areas

Frequently flooded areas are lands in the flood plain subject to a one percent or greater chance of flooding in any given year. This has also typically been known as the "100- year flood plain.[30] Longview has frequently flooded areas associated with the Columbia and Cowlitz rivers, the Barlow Point area, and some of the drainage ditches around the city. Approximately four percent of the city is within frequently flooded areas. Many of these areas contain wetlands, particularly along the Columbia and Cowlitz river shorelines. Updated Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps (FIRMs) for Longview took effect on December 16, 2015.

[30] Over the years, FEMA has changed its nomenclature from "X00-year flood" to instead be expressed as the percent chance of flooding in a given year. See Federal_User_Community (2017, May 18). 100 Year Flood Zones. Retrieved October 30, 2017, from <http://www.arcgis.com/home/item.html?id=e9aa2179f31b4b9cbe5c7f8b1b91cea3>.

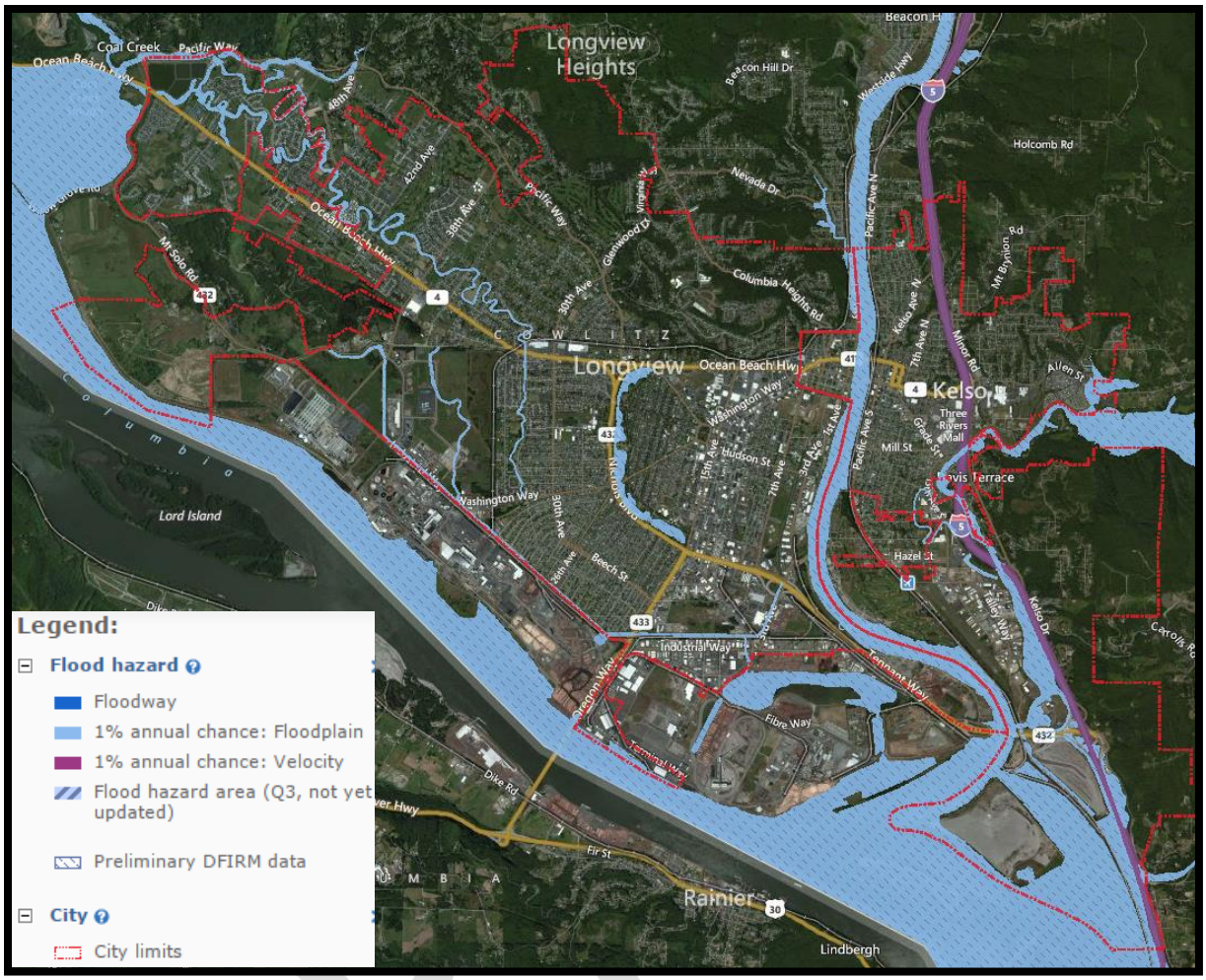

FIGURE 5-1. Susceptibility to Flooding

Source: Washington State Department of Ecology, Washington State Coastal Atlas. <https://fortress.wa.gov/ecy/coastalatlas/tools/Flood.aspx>. Accessed 30 October 2017.

Figure 5-1 is the best available representation of the current flood plain boundaries set by the new FIRMs in relationship to the city limits. FIRMs are now available online at the FEMA Flood Map Service Center. Represented in multiple panels, the entire series of FIRMs, as individual map panels, may be viewed at <https://msc.fema.gov/portal>.

Although the danger of widespread flooding related to Mount St. Helens is currently low, Longview residents will continue to live under the shadow of the exceptional flood potential and the associated river debris, volcanic sediment, and siltation experienced following the 1980 eruption.

Aquifer Recharge and Wellhead Protection

Aquifer recharge areas have a critical recharging effect on groundwater aquifers. Rainfall contributes to surface water and recharges the groundwater as precipitation infiltrates through the soil. Groundwater aquifers supply water to lakes, wetlands, streams, and private wells in areas of the city not connected to the domestic water system. Land development can change the natural hydrologic cycle when the surface is transformed through clearing, grading, filling excavation, compaction, and new impervious surface. These modifications decrease the land's capacity to absorb and retain rainfall and reduce the groundwater recharge potential. Aquifer recharge areas are vulnerable to contamination that would affect the potability of the water – in other words, whether it's good drinking water. Once groundwater is contaminated, it is difficult, costly, and sometimes impossible to clean up.

The time required for water from the Columbia River to travel to the Mint Farm Wellfield[31] varies from approximately two to over 35 years along the paths shown in Figure 5-2. The various time-of-travel zones illustrate the area where land-use activities have the most potential to impact the quality and quantity of municipal water and reflect how long it would take a pollutant in each zone to reach the wellhead. The City's comprehensive wellhead protection plan includes a susceptibility assessment, delineation of wellhead protection areas, potential contaminant sources inventory, distribution of findings, contingency plans, and appropriate spill/incident response measures.

The City has built these protections into a wellhead protection area ordinance. The area is larger than the estimated ten-year time of travel in order to have boundaries that are readily recognizable in the field and on maps to facilitate implementation of various protective measures. The wellhead protection area shown in Figure 5-2 depicts the wellhead protection area for the current water supply system at the Mint Farm Regional Water Plant. The ten-year boundary includes the Columbia River to the Rainier, Oregon boundary, as well as portions of the Highlands and Olympic West neighborhoods and the industrial waterfront, including the Mint Farm Industrial Park.

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[31] See additional information about the Mint Farm Regional Water Treatment Plant in Chapter 7, Public Services, Facilities, and Utilities.

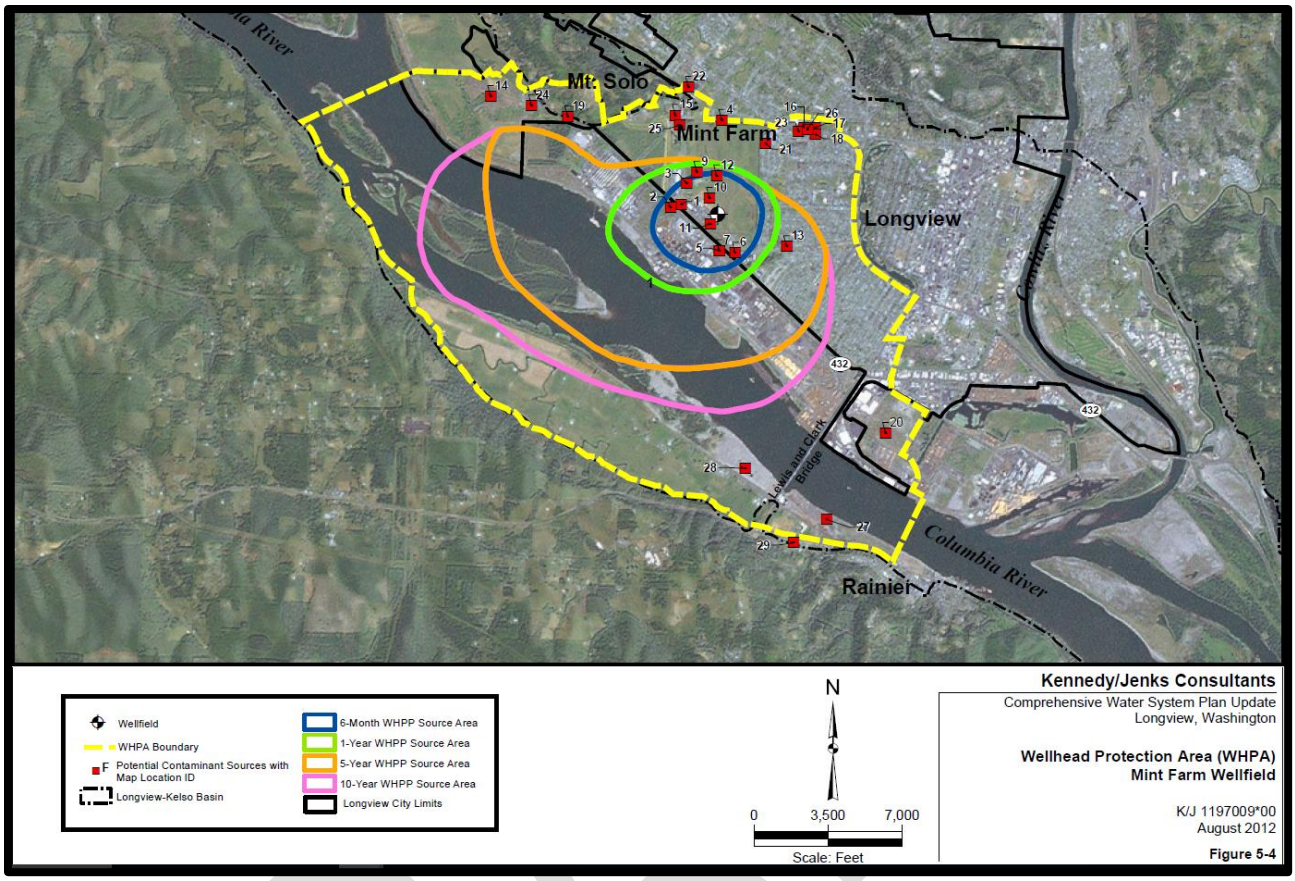

FIGURE 5-2. Mint Farm Wellhead Protection Area

Source: Kennedy/Jenks Consultants. *2012 Comprehensive Water System Plan*. <http://mylongview.com/modules/showdocument.aspx?documentid=646>. Accessed 30 October 2017.

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Most of Longview's corporate limits are located in and at the easterly boundary of the Grays-Elochoman water resource inventory area (WRIA 25), the border of which is shown in aqua in Figure 5-3 below in relation to the city limits.

FIGURE 5-3. Water Resource Inventory Area 25 Boundary

Source: Washington State Department of Ecology Environment Information Management System. < https://fortress.wa.gov/ecy/eimreporting/Map/Map.aspx?MapType=EIM>. Accessed 22 November 2017.

The state Department of Ecology's Environmental Information Management System also shows a number of remediation studies and associated monitoring of ground and surface water in and around Longview over the years evaluating manufacturing and agricultural chemicals, most recently associated with the former Reynolds Aluminum plant (data collection concluded 2012).[32]

Drinking water for areas outside the City's service areas and not connected to the domestic water system comes from private wells.

[32] <https://fortress.wa.gov/ecy/eimreporting/Eim/EIMSearchResults.aspx?ResultType=EIMStudyTabandLocationWRIAs=25>. Accessed 30 October 2017.

Fish and Wildlife Habitat

Fish and wildlife are important recreational and economic resources, as well as having historic and cultural value. Some fish and wildlife species serve as indicators to the condition of the environment and quality of life in Longview. In general, fish and wildlife require habitat that provides forage; water; vegetation; and areas for breeding, nesting, roosting, and cover. Habitat in Longview is often fragmented by urban development.

The federal and state governments have established systems to determine the relative importance of protecting species, as follows:

- Endangered (federal and state category). An "endangered" species is one that is in danger of extinction throughout all or a significant portion of its range.

- Threatened (federal and state category). A "threatened" species is one that is likely to become endangered in the foreseeable future.

- Sensitive (state category). A "sensitive" species is any wildlife species native to Washington that is vulnerable or declining and is likely to become endangered or threatened.

- Candidate (federal and state category). A "candidate" species is one that is being assessed for whether it meets the criteria as endangered or threatened. In Washington, these species are also reviewed for whether they are considered a "sensitive" species.

- Priority (state program definition, not in state law). A "priority" habitat is a habitat type with unique or significant value to many species. Priority species are fish and wildlife species requiring protective measures and/or management guidelines to ensure their perpetuation. Priority species include state listed (endangered and threatened) and candidate species; vulnerable aggregations of animals susceptible to significant population declines; and species of recreational, commercial, and/or tribal importance that are vulnerable.

The Washington State Department of Fish and Wildlife's (DFW) Priority Habitat and Species (PHS) mapping system[33] shows all known water and land animals as well as mapped critical areas. The PHS indicates that the following species listed as "threatened" occur in the Columbia and Cowlitz rivers: Chinook salmon (*Oncorhynchus tshawytscha*), chum salmon (*Oncorhynchus keta*), Coho salmon (*Oncorhynchus kisutch*), and steelhead (*Oncorhynchus mykiss*); and the candidate species cutthroat trout (*Oncorhynchus clarki*).

[33] <http://apps.wdfw.wa.gov/phsontheweb/>. Accessed 30 October 2017.

Table 5-1 shows the fish mapped in the PHS in the waterways in and around Longview and their status.

TABLE 5-1

LONGVIEW FISH	LOCATION					STATUS	
	Coal Creek	Coal Creek Slough	Columbia	Coweeman	Cowlitz	Federal	State
PACIFIC SALMON (Oncorhynchus)							
Chinook (O. tshawytscha) Occurrence	X	X		X	X	Threatened	N/A
Chinook (O. tshawytscha) Occurrence			X			Not warranted	N/A
Chinook, Spring (O. tshawytscha) Occurrence/migration			X		X	N/A	N/A
Chinook, Summer (O. tshawytscha) Occurrence/migration			X			N/A	N/A
Chinook, Fall (O. tshawytscha) Occurrence/migration	X	X	X	X	X	N/A	N/A
Chum (O. keta) Occurrence			X			Threatened	N/A
Chum, Fall (O. keta) Occurrence/migration			X	X	X	N/A	N/A
Coho (O. kisutch) Occurrence				X	X	Threatened	N/A
Coho (O. kisutch) Occurrence/migration	X	X	X	X	X	N/A	N/A
Pink Salmon Odd Year (O. gorbuscha) Occurrence/migration			X			N/A	N/A
Sockeye (O. nerka) Occurrence/migration			X			N/A	N/A
TROUT							
Cutthroat (O. clarki) Occurrence	X	X		X	X	Candidate	N/A
Cutthroat, Resident Coastal (O. clarki) Occurrence/migration	X	X	X	X	X	N/A	N/A
Dolly Varden (Salvelinus malma) Occurrence/migration			X			N/A	N/A
Rainbow (O. mykiss) Occurrence/migration	X	X		X	X	N/A	N/A
Steelhead (O. mykiss) Occurrence				X	X	Threatened	N/A
Steelhead, Summer (O. mykiss) Occurrence/migration			X		X	N/A	N/A
Steelhead, Winter (O. mykiss) Breeding area	X			X	X	N/A	N/A
Steelhead, Winter (O. mykiss)	X	X	X	X	X	N/A	N/A

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Occurrence/migration							
STURGEON (Acipenseridae)							
Green Sturgeon (Acipenser medirostris) Occurrrence/migration			X			Threatened	Monitored
White Sturgeon (Acipenser transmontanus) Occurrrence/migration			X			N/A	N/A

DFW also states that black crappie, brown bullhead, carp/grass carp, largemouth bass, pumpkinseed, rainbow trout, sculpin, suckers, warmouth, and yellow perch may be found in Lake Sacajawea.[34]

The PHS does not indicate that Eulachon smelt (*Thaleichthys pacificus*), which were added to federal "threatened" status in 2010 (and are a state candidate species), are present in Longview waters. However, the final recovery plan produced by the National Marine Fisheries Service states that from among the Eulachon range to the south of the US/Canada border, most production originates in the Columbia River Basin, including the Columbia and Cowlitz rivers as well as others.[35]

Longview's critical area regulations identified three habitats of local importance: oak woodlands, riparian habitat, and urban natural open space. On the fringes and more rural portions of the city and its planning area, there is habitat for hawks, owls, pheasants, ravens, grouse, black-tailed deer, and an occasional elk or black bear. A variety of bird life and small mammals has adapted to the more urbanized areas of the city. In and around Longview, PHS data shows:

- Breeding and nesting area for bald eagles (*Haliaeetus leucocephalus*) and peregrine falcons (*Falco peregrinus*), both federal species of concern and listed as "sensitive" at state level
- Osprey (*Pandion haliaetus*) nesting sites
- Incidence of sand roller (*Percopsis transmontana*), "monitored" at state level
- Incidence of Vaux's swift (*Chaetura vauxi*), a state candidate for "endangered"
- Breeding area for cavity-nesting ducks
- Regular shorebird/waterfowl concentrations
- Regular Roosevelt elk (*Cervus canadensis roosevelti*) concentrations (Coal Creek Slough)
- Purple Martin (*Progne subis*) breeding area (Coal Creek Slough)
- Columbian white-tailed deer (*Odocoileus virginianus*), considered endangered at both the federal and state level, have been noted at Cleveland Landing and Barlow Point.

Geologically Hazardous Areas

The previous plan update recommended that the City map its geologically hazardous areas, including percentage slope factors, using Washington State Department of Natural Resources (DNR) mapping data[36] and other available resources. Much of this mapping has already been completed within DNR's natural hazards system; however, it does not enjoy the same map legends as some of the other maps used within this chapter. By integrating this data into its GIS system and augmenting it with higher-quality LiDAR data, the City would enable its staff as well as property owners, prospective

[34] Washington State Department of Fish and Wildlife, Fishing and Shellfishing, Lake Sacajawea. <http://wdfw.wa.gov/fishing/washington/748/>. Accessed 30 October 2017.
[35] National Marine Fisheries Service, West Coast Region. *Endangered Species Act Recovery Plan for the Southern Distinct Population Segment of Eulachon (Thaleichthys pacificus)*. <www.westcoast.fisheries.noaa.gov/publications/protected_species/other/eulachon/final_eulachon_recovery_plan_09-06-2017-accessible.pdf>. Accessed 30 Oct. 2017.
[36] <http://www.dnr.wa.gov/programs-and-services/geology/geologic-hazards-and-environment>. Accessed 30 October 2017.

developers, and other interested parties to more readily identify properties that may be compromised or could be threatened.

This approach will assist the City in identifying any areas where slopes are greater than 40 percent to more closely match the state's definition of geologically hazardous areas. Additional data from DNR, including surface geology, would also be beneficial to this analysis. Geologically hazardous areas include areas susceptible to erosion, sliding, earthquake, or other geological events. They pose a threat to the health and safety of citizens when incompatible commercial, residential, or industrial development is sited in areas of significant hazard. Within Longview, the areas with the most unstable soils and a history of landslides (active and ancient) are primarily located in the upland areas of Longview and to the north of the city limits. Isolated locations were also documented around Mt. Solo.

Much of Longview was dredged and filled during the initial layout of the city, which means most of the low-lying areas are at risk of liquefaction during a major seismic event. DNR natural hazards mapping shows the vast majority of the city is designated as having moderate to high liquefaction susceptibility. The DNR system also reports a number of seismic events in and around Longview in recent decades. The largest, in 1984, was 3.7 in magnitude and was centered north of the city and east of Coal Creek Road. The state's seismic predictions, albeit based on modeling, show significant impacts on most of Longview in a strong quake scenario.

Shorelines of the State

The Columbia and Cowlitz rivers, a number of creeks and intermittent watercourses such as Clark Creek, and a ditch system drain the Longview study area. The Columbia and Cowlitz rivers are considered "shorelines of statewide significance"[37] and are regulated by the Washington State Shoreline Management Act (SMA). Figure 5-4 shows all shorelines subject to the SMA within Longview.

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[37] RCW 90.58.030(2)(f)(v)(A)

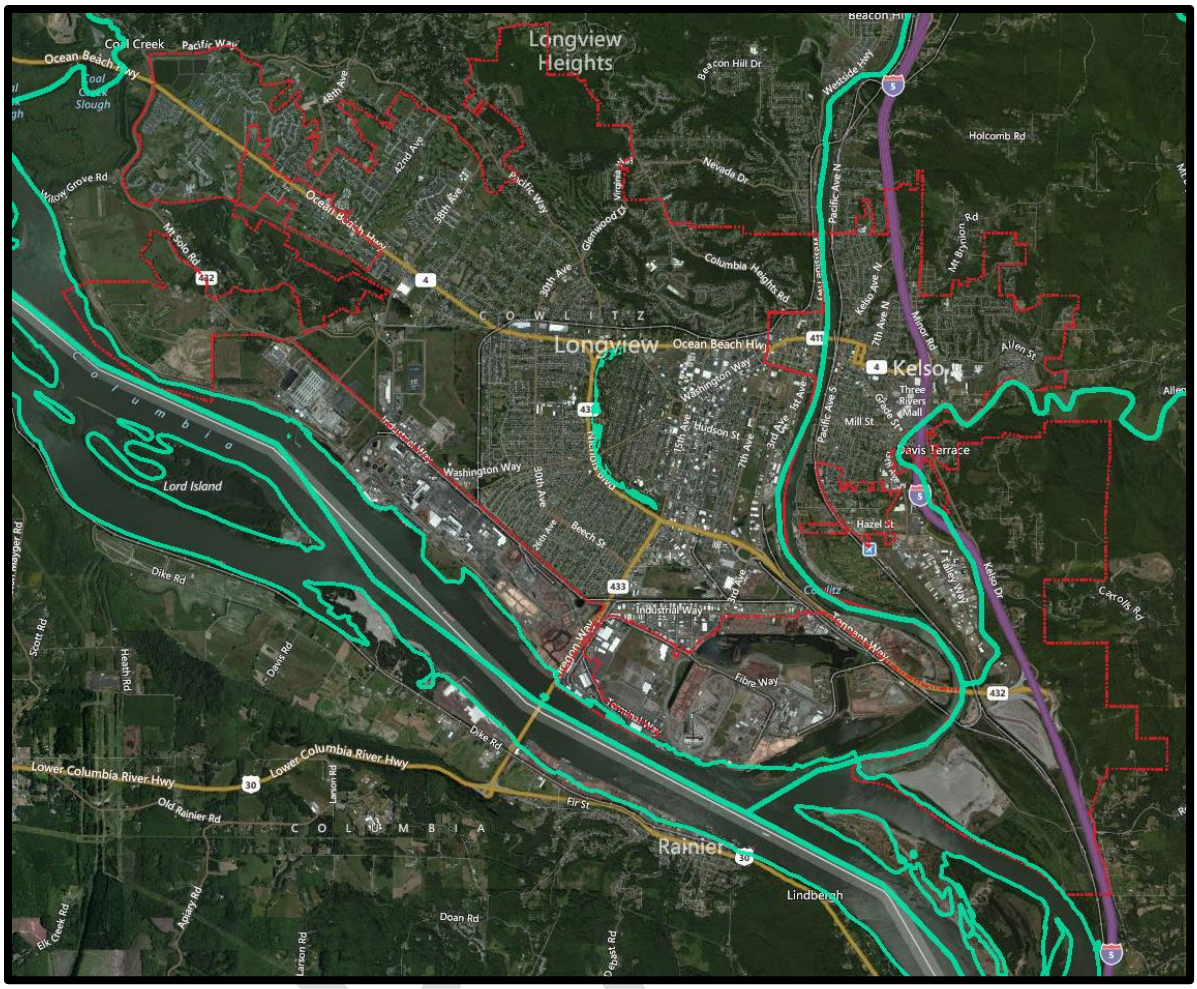

FIGURE 5-4. State Shorelines in Longview

Source: Source: Washington State Department of Ecology, Washington State Coastal Atlas. <https://fortress.wa.gov/ecy/coastalatlas/tools/Flood.aspx>. Accessed 30 October 2017.

The SMA requires the preparation and implementation of a shoreline master program (SMP) containing goals and policies, use environments (similar to zoning districts), and shoreline development regulations. The City of Longview updated its SMP in 2015, addressing maintenance of industrial and commercial uses, public access trails on private land, nonconforming issues, and shoreline buffers and development setbacks on individual shoreline reaches.

The Columbia River is a significant feature of the Pacific Northwest region, with over 250,000 square miles of drainage basin in the northwestern United States and southwestern Canada. It receives water from the Cowlitz River and the other drainages and then discharges into the Pacific Ocean west of Longview between Ilwaco, Washington, and Astoria, Oregon. The nearest hydrologic monitoring station on the Columbia that reports flow is located slightly west of Longview, near Quincy, Oregon. For 2016, it reported an annual discharge of 224,3000 cubic feet per second (cfs).[1]

The Northwest Power Planning Council ("Northwest Council") maintains subbasin dashboards that include planning area initiatives aimed at species and habitat preservation, mitigation, and

enhancement. Longview lies in the Northwest Council's Elochoman Subbasin[38] and just alongside the Cowlitz Subbasin[39]. Each has different planning initiatives. The much smaller Cowlitz River basin encompasses 2,586 square miles and serves as the domestic water source for the Longview-Kelso urban area. The annual discharge recorded at the Castle Rock hydrologic monitoring station in 2016 was 10,850 cfs.

Brownfields

Brownfield sites are abandoned or underused properties where there may be environmental contamination. Redevelopment efforts are often hindered by the liability for the cleanup or the uncertainty of cleanup costs. Brownfield sites that aren't cleaned up represent lost opportunities for economic development and for other community improvements.

The Washington State Department of Ecology's Toxic Cleanup Program lists 62 contaminated and suspected cleanup sites in Longview, many of them relating to leaking underground storage tanks and part of the voluntary cleanup initiative. These may or may not be brownfields per se, as some of them may still host buildings and businesses. There has not been an effort to comprehensively inventory brownfield sites in Longview that could potentially be used for redevelopment or infill.

Natural Environment Goals, Objectives, and Policies

Preservation and protection of the natural environment is an essential element of the city's livability. By integrating the natural and built environment, Longview will preserve and enhance a high-quality life for its residents with clean water, habitat for fish and wildlife, and safe and secure places for people to live and work. Longview is committed to protecting and enhancing the natural environment as it meets its land-use, economic development, housing, and infrastructure goals.

Conservation

Goal NE-A To reduce consumption of resources, minimize waste, and reduce pollution.

Policy NE-A.1.1 Minimize the quantity and toxicity of materials used and waste generated from City facilities and operations through source reduction, reuse, and recycling.

Policy NE-A.1.2 Participate in the restoration of the natural environment on and around City-owned property, where appropriate (e.g., in conjunction with City capital projects).

Objective NE-A.2 Promote and lead education and involvement programs to raise the public awareness about environmental issues and demonstrate how individual and community actions can create significant improvements to the environment. Identify key activities and programs in conjunction with the adoption of the City's biennial budget.

[38] Northwest Power Planning Council, Fish Information Site, Province Summary, Elochoman Subbasin. <http://rs.nwcouncil.org/gp_generaldescription.cfm?mnu=GPandProvinceID=3andSubbasinID=13>. Accessed 30 October 2017.
[39] Northwest Power Planning Council, Fish and Wildlife, Dashboards, Cowlitz Subregion Dashboard. <http://www.nwcouncil.org/ext/dashboard/sb.asp?38>. Accessed 20 October 2017.

Policy NE-A.2.1 Promote the use of alternative fuels in vehicles and equipment by the City, transit operators, fleet operators, and the public.

Policy NE-A.2.2 Promote and support energy conservation by:

- supporting planting trees along street edges to reduce heat absorbed by asphalt;
- promoting higher density and infill development near transit;
- encouraging rehabilitation of existing buildings; and
- enforcing the State Energy Code.

Objective NE-A.3 Fund programs annually for the acquisition, preservation, restoration, and/or beautification of valuable critical area, open space, and shoreline resources to result in a net increase in ecological functions. This objective may be accomplished through updates of the City's Park/Recreation/Open Space plan or by the City's CIP being updated every six years.

Policy NE-A.3.1 Provide incentives for landowners to retain, enhance, or restore important wildlife habitat such as reduced permit fees, expedited permit review, and reduction in property taxes.

Policy NE-A.3.2 Recognize and support the educational value of public access to critical areas and shorelines when compatible with the critical area sensitivity and public safety.

Protection and Mitigation

Goal NE-B To ensure the proper management of the natural environment to protect critical areas and conserve land, air, water, and energy resources.

Objective NE-B.1 Review and update (as necessary) the critical areas ordinance to promote the city's quality of life, and, as required by state and federal mandate, to ensure protection of known critical areas. This review and update shall occur no less than every eight years consistent with RCW 36.70A.130(5)(c), or as may be amended.

Policy NE-B.1.1 Define critical areas consistent with RCW 36.70A.030.

Policy NE-B.1.2 Modify critical area management practices and regulations over time to address changing conditions and incorporate best available scientific information gained from monitoring activities and research.

Policy NE-B.1.3 In the City's zoning and critical area regulations, encourage design solutions such as planned residential developments, cluster housing, and other innovative techniques in order to protect site-specific sensitive features and critical areas.

Policy NE-B.1.4 Limit development and activities in critical areas that would damage their functions, except to the minimum extent necessary when there is no reasonable alternative and subject to best management practices.

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Policy NE-B.1.5 Implement and preserve critical area buffers based on best available science adjacent to critical areas to adequately protect such areas from development and land-use impacts. Require enhancement where feasible.

Policy NE-B.1.6 Regulate development activities to avoid clearing of vegetation that maintains slope stability, reduces erosion, shades shorelines, buffers wetlands and stream corridors, and provides wildlife and aquatic habitat.

Policy NE-B.1.7 Ensure prompt restoration of land after grading and vegetation removal through phased clearing and grading, replanting requirements, and other appropriate revegetation and engineering techniques.

Policy NE-B.1.8 Work cooperatively with the state, county, and environmental resources to identify and develop strategies to clean up brownfield sites.

Water Resources

Goal NE-C

To enhance water quality; protect environmentally sensitive areas including wetlands, streams, rivers, lakes, riparian areas, and aquifer recharge areas; and manage floodplains.

Objective NE-C.1

In the application of wetland and stream regulations and restoration programs, strive for no net loss of ecological function within Longview. This objective should be assessed biennially based on permit records and any regional restoration plans and activities.

Policy NE-C.1.1 Protect existing hydrologic connections between water bodies, watercourses, and associated wetlands. The City should consider the hydrologic continuity between ground and surface water when reviewing development proposals.

Policy NE-C.1.2 Allow enhancement or restoration of degraded wetlands and riparian corridors to maintain or improve ecological functions. Approve wetland mitigation proposals if they will result in improved overall wetland functions. Preserve land used for wetland mitigation in perpetuity. Monitoring and maintenance should be provided until the success or the site is established.

Policy NE-C.1.3 Review the effects of development proposals on anadromous fish and other species protected under the federal Endangered Species Act and require mitigation such as riparian habitat enhancement and water quality treatment.

Policy NE-C.1.4 Protect groundwater quality and prevent aquifer contamination, degradation, and depletion through the comprehensive management of groundwater in conformance with the Clean Water Act, the Washington State Department of Ecology's Guidance Document for the Establishment of Critical Aquifer Recharge Area Ordinances, and all other applicable federal, state, and local water quality regulations.

Policy NE-C.1.5 Promote low-impact development that allows for infiltration and recharge where appropriate. Use open space and natural systems such as vegetative swales, French drains, wetlands, drywells, and rain gardens that promote

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water quality and infiltration.

Objective NE-C.2 Protect lives and public and private property from flooding by continued participation in the National Flood Insurance Program.

Policy NE-C.2.1 Monitor and modify, as necessary, Chapter 17.24 Flood Damage Prevention regulations, based on the Washington Model Flood Damage Prevention Ordinance, to ensure that the minimum state and federal standards required as a condition of participation in the NFIP are met.

Policy NE-C.2.2 Protect, enhance, and restore existing flood storage and conveyance functions and ecological values of floodplains through maintaining dikes, protecting wetlands, and maintaining riparian corridors.

Policy NE-C.2.3 Regulate development in the 100-year floodplain to avoid substantial risk and damage to public and private property and loss of life and in a manner that complies with state and FEMA requirements for flood hazard areas.

Geological Hazards

Goal NE-D Minimize the loss of life and property from landslides and seismic, volcanic, or other naturally occurring events, and minimize or eliminate land-use impacts on geologically hazardous areas.

Objective NE-D.1 Seek partnerships and funding to carry out Light Detection and Ranging (LiDAR) mapping to improve upon the quantity and quality of critical areas data available.

Policy NE-D.1.1 Regulate uses and activities that occur within or near geologically hazardous areas in a manner that minimizes the potential for property damage or loss of life.

Policy NE-D.1.2 Restrict development on potentially unstable land to ensure public safety and conformity with natural constraints.

Policy NE-D.1.3 Apply the International Building Codes, as adopted by the State of Washington, and any other necessary special building design and construction measures to minimize the risk of structural damage, fire, and injury to occupants due to geological hazards.

Fish and Wildlife Habitat Conservation Areas

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Goal NE-E To balance the requirements of an urban area with protection of fish and wildlife habitats, including salmonid habitat, by preserving, restoring, and enhancing critical areas, open space and parkland; and linking habitat for wildlife and native ecosystems.

Objective NE-E.1 Identify remaining linked habitat in the city and incorporate this in the Parks/Recreation/Open Space Plan. Establish an open space target for preservation of key habitat for fish and wildlife in the next update of the Open Space Plan, which is updated every six years.

Policy NE-E.1.1 Manage fish and wildlife habitat conservation areas to protect overall habitat functions and values (e.g., food, water, cover, space), except where a listed species requires targeted habitat management. Rely on federal, state, and Cowlitz County agencies to identify "special status" wildlife species, but allow for a process to identify species of local importance to the City of Longview.

Policy NE-E.1.2 Develop strategies for preserving, protecting, or restoring important habitats and corridors, particularly if they are at risk of significant degradation. These strategies should include:

- public acquisition of habitat;
- linking habitats using parks, greenways, open space areas, riparian corridors, and other natural features;
- encouraging the use of conservation easements for long-term habitat protection;
- promoting land use plans and development that avoid impacts on habitat; and
- protecting native plant communities by encouraging management and control of non-native invasive plants, including aquatic plants.

Shorelines

Goal NE-F Plan and coordinate land uses, public access, and natural resource protection along shorelines of the state in accordance with the Shoreline Management Act and the Longview Community Vision.

Policy NE-F.1.1 Continue to implement the adopted shoreline master program.

Policy NE-F.1.2 Ensure that the shoreline master program remains consistent with the comprehensive plan and its goals, objectives, and policies that promote connections between Longview and its waterfront.

Policy NE-F.1.3 Coordinate planning efforts to ensure that there is adequate land reserved for water-dependent industrial uses within the city's industrial shorelines.

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Chapter 6.
Energy and Telecommunications

Introduction

This chapter reviews energy and telecommunication providers that serve Longview and includes policies designed to ensure that Longview supports and makes adequate provisions for energy and telecommunications infrastructure in the city. In turn, this infrastructure will support economic growth and public safety, and it will also provide other essential communications services in a manner that is compatible with adjacent and nearby land uses.

Utility Regulation

The state Utilities and Transportation Commission (UTC) is a standalone agency whose mission is to protect consumers by ensuring that utility and transportation services are fairly priced, available, reliable, and safe. Regulated utilities include electric, telecommunications, natural gas, and water. State law requires that utility and transportation rates must be reasonable to customers, giving regulated companies a chance to cover costs and earn a profit within certain bounds.

The UTC regulates investor-owned energy utilities. Cascade Natural Gas, which serves Cowlitz County, is subject to UTC regulation. The commission has substantial authority over natural gas distribution companies, including geographic territories, safety, and rate-setting. Meanwhile, public power providers such as Public Utility District No. 1 of Cowlitz County (Cowlitz PUD) are *not* regulated by the UTC.

The commission also has broad authority over the telecommunications industry in Washington State and monitors state and federal regulations that tend to be constantly in flux due to rapid changes in technology and purveyors.

Electricity

Cowlitz PUD builds, operates, and maintains the electrical system serving Longview, its planning area, and Cowlitz County as a whole. The PUD is a municipal corporation (special purpose district) of the State of Washington that serves nearly 50,000 residential, commercial, industrial, and street light customers countywide.

Cowlitz PUD buys over 90 percent of its wholesale power from the Bonneville Power Administration (BPA). About 85 percent of the BPA power comes from the Columbia River system hydroelectric projects, with lesser sources including nuclear, wind, coal, natural gas, and other generators. Major power lines bisect Longview and its planning area, which provide an opportunity for siting recreation and trails.

Cowlitz PUD is required, under state law, to develop "a comprehensive resource plan that explains the mix of generation and demand- side resources it plans to use to meet its customers' electricity needs in both the long term and the short term." Every four years, it must produce a full plan that addresses specific items, with an intermediate update every two years. The PUD's Integrated Resource Plan (IRP) was last produced in 2016. It lays out a strategy for meeting its energy needs,

capacity demand, and Washington State's renewable portfolio standard obligations over a 20-year planning horizon (2017 through 2036). The IRP's goal is to provide a framework for evaluating a wide array of supply resources, conservation, and renewable energy credits; and to guide strategies that will provide reliable, low-cost electricity to the PUD's ratepayers at a reasonable level of risk.

The IRP grapples with demand issues. The 2016 energy load forecast, excluding new industrial loads, predicts a five-year average annual rate of growth of just under one percent. By the year 2021, this would result in an increase of 25 megawatts (MW) over the 2016 projected load of 578 MW. While the PUD can meet its annual average load obligations, there are certain times during the year when fluctuations in hourly loads exceed its generating capacity. Maximum power demand usually occurs winter mornings and evenings when electric heating loads are highest. The PUD has current capacity to serve these peak load periods; however, the surplus winter capacity is diminishing and is expected to be exhausted by the end of 2017. If peak load continues to grow each year, then a capacity deficit is forecasted to occur and to grow by two to three MW per year.

The PUD has modeled different growth scenarios and strategies, and its preferred strategy is to continue its current practice of relying on market purchases for any short-term capacity deficit. This offers the ability to target the parts of the year that present the most challenges (winter) while avoiding carrying costs of physical assets during "lower risk" parts of the year (spring and fall). By 2026, this means that the PUD will rely on the renewable energy credit market to meet its obligations.

At the same time, the IRP notes that the unknown is always a factor when looking ten years into the future, regardless of the effort put into modeling and forecasting. Additional uncertainties are introduced when considering the PUD's heavy concentration of large industrial loads. Hundreds of MW of load can be gained or lost with the introduction or exit of a single industrial customer.

Increased population and industrial growth in Longview and throughout the county will obviously impact electric consumption. The City will need to coordinate with Cowlitz PUD to address growth projections and energy needs. This seems particularly important when considering industrial loads.

Natural Gas

Cascade Natural Gas Corporation ("Cascade") builds, operates, and maintains natural gas facilities serving Longview and its planning area, which are a part of the company's Northwest operational region. Acquired by the more diversified MDR Resources in 2007, Cascade is the natural gas provider for more than 282,000 customers in 96 Washington and Oregon communities. Cascade's territory covers more than 32,000 square miles and 700 highway miles from one end of the system to the other.

While natural gas is not considered a utility that is essential to urban development, it is an important alternative energy source that helps to reduce reliance on electricity. Over the past 20 years, natural gas has become more prominent in federal "clean energy" policies. Cascade is one of the fastest growing natural gas utilities in the nation, serving a diverse area. Interstate pipelines transmit Cascade's natural gas from production areas in the Rocky Mountains and Western Canada. Since 2000, Cascade's customer base grew at a pace of three to five percent, which is more than double the national average. This high level of growth is the result of overall population growth in the company's service area and low market saturation for natural gas in the Northwest.

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Telecommunications

In general, the telecommunications (cable/phone/internet) industry has changed considerably in recent decades, due to both federal deregulation and technological advancements. The Federal Telecommunications Act of 1996 was key in responding to rapid evolution of internet, phone, and television technologies with deregulation. Telecommunications providers have proliferated since the AT&T breakup and emergence of "Baby Bells" in the 1980s and industry competition that has evolved since then. This offers a framework for not only the telecommunications utilities available in Longview but throughout communities nationwide. Where, in the past, a comprehensive plan might have listed individual providers, consumers now have a myriad of choices that has only expanded with cloud-based technology.

Many telecommunications providers now focus on "bundling" in their marketing to entice customers to obtain their phone, internet, and television (many including digital recording and on-demand/pay per view) access through a single purveyor. Comcast Xfinity, DirecTV, and DISH Network are common examples. At least one provider is incorporating home security monitoring into its program as well. Some customers might use broadband data plans for internet and TV as well as phone service. As a result of earlier deregulation, the wealth of providers and service options available, and the diversity of consumer preferences, telecommunications services available within Longview are not assumed to be limited to a single or most prominent purveyor.

Land-use changes are likely to be forthcoming relative to cellular towers. As opposed to large cell tower siting in the past, new technology is pointing to "small cell" structures intended to augment capacity for data traffic in dense areas (primarily downtown cores and residential neighborhoods). Small cells are typically 25-45 feet in height, rather than tall macro towers that extend beyond 75 feet. A small cell contains radios and often multiple antennas, and it requires power and fiber in order to transmit cellular phone and data signals. Typically, small cells are attached to utility poles or light/traffic poles within public rights of way.

The Municipal Research and Services Center (MRSC) reports that in 2017, the wireless industry targeted local regulation for preemption in filings before the Federal Communications Commission and orchestrated a national effort in state legislatures, including Washington. Though new legislation was not passed in 2017, MRSC cautions that the industry is likely to continue its efforts, and deployment of small cells will intensify. It has recommended that cities evaluate their approach to small cell deployment and associated permit processing.

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Energy and Telecommunications Goals, Objectives, and Policies

Goal ET-A

Promote and support energy conservation.

Objective ET-A.1

Review and update codes as necessary regarding State Energy Code requirements, solar energy, and other alternative energy sources. Conduct the periodic review in conjunction with comprehensive plan review at least every seven years, or more frequently based upon state code updates.

Policy ET-A.1.1 Support and encourage residents and businesses to participate in energy conservation and renewable resource development activities and programs established by Cowlitz County PUD.

Policy ET-A.1.2 Encourage commercial and industrial sectors in efforts to investigate and apply energy efficient technologies and methods, such as cogeneration plants.

Policy ET-A.1.3 Encourage homebuilders and residents in efforts to weatherize houses and apply energy-efficient home building, heating, and cooling techniques.

Policy ET-A.1.4 Encourage state-of-the-art telecommunication services as a means of mitigating the transportation impact of development and growth.

Policy ET-A.1.5 Provide information concerning techniques for energy efficient land development, subdivision, and building design to developers, builders, and others.

Policy ET-A.1.6 Encourage site planning and subdivision designs that take advantage of solar radiation, climatic conditions, and natural features of the land.

Police ET-A.1.7 Evaluate increasing the use of renewable energy sources.

Goal ET-B

Ensure that energy and telecommunication providers make efficient use of facilities, improve service and aesthetic qualities of facilities, and accommodate growth in a timely manner.

Objective ET-B.1

Furnish updates of population, employment, and development projections to energy and telecommunication utilities and service providers to ensure that appropriate services will be available as needed. Provide projection updates in conjunction with the review of the comprehensive plan as provided in Objective LU-A.1, no less frequently than every seven years.

Policy ET-B.1.1 Ensure that City regulations allow for improvements and additions to electric, natural gas, and telecommunication facilities as needed to accommodate growth and provide reliable service.

Policy ET-B.1.2 Require franchise agreements where necessary for utility use of City rights of way.

Policy ET-B.1.3 Coordinate with other jurisdictions in the implementation of multi-

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jurisdictional electric facility additions and improvements.

Policy ET-B.1.4 Promote, when reasonably feasible, collocation of new public and private utility distribution facilities in shared trenches and coordination of construction timing to minimize construction-related disruptions to the public and reduce the cost of utility delivery to the public.

Policy ET-B.1.5 To the extent feasible, require underground utility networks in new developments in the city.

Policy ET-B.1.6 Where significant work in existing rights of way will occur, investigate with service providers the possibility of buried lines where existing overhead lines are presently located.

Policy ET-B.1.7 Require communication facilities and poles, including cell or radio towers, to consider existing sites and collocation prior to establishing new sites.

Policy ET-B.1.8 Monitor the implications of changes in state and federal telecommunications regulations upon local codes, and modify local codes as needed to adequately address such changes.

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Chapter 7. Public Facilities, Utilities, and Services

Introduction

Publicly owned facilities include local roads, parks, library, water and sewer lines, police and fire facilities, administrative buildings, and maintenance facilities. In addition to facilities owned and managed by the City of Longview, there are a number of publicly owned facilities managed by special purpose districts that provide important public facilities and services. These include such things as schools and water supply, sewage treatment, and solid waste facilities.

Power and telecommunications facilities (electrical, natural gas, cable, and telephone) serving Longview are addressed in the Energy and Telecommunications chapter.

Relationship Between Land Use and Capital Facilities

One aspect of managing growth in the City of Longview is ensuring that needed public facilities, infrastructure, and services are available when growth occurs. Developing and implementing a well-founded plan for public facilities, utilities, and services will help Longview realize its vision. Realization of the City's land-use plan is contingent on timely and orderly infrastructure development.

Levels of Service and Future Needs Forecasting

Level of service (LOS) refers to an adopted standard used to measure the adequacy of services being provided. (In this sense, "services" can broadly mean facilities and infrastructure as well as literal service provision.) The adequacy of services, or LOS, relates to the types of services rendered. It can range from a precise measurement, such as the amount of time it takes for a fire truck to reach the scene of a fire, to as imprecise a measurement as a community's perception of how much and what type of open space is needed. LOS measures for each facility type provide a clue as to what, how much, and when new capital facilities are or may be needed.

LOS standards are established through a process that includes such factors as a community's population and its economic and fiscal resources. Population growth drives the type, amount, and location of services; economics determines the amount of funding available to meet those service needs.

When an LOS standard has been established, the performance of a capital facility or service can be measured. A capital facility operating at or above the established LOS indicates no need for expansion or new facilities, while one operating below established LOS is an indication that there may be such a need. If funding is not available to meet an established LOS, the City may choose to reexamine the LOS to determine if it is adequate, or the land-use plan and growth targets could be adjusted.

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Capital Facilities Funding

The provision of capital facilities contributes to the quality of life of Longview's residents. Parks, utilities, fire stations, and other community and regional facilities are a physical reflection of the community's values. Longview plans to provide a full array of services for its projected growth in households and jobs over the next 20 years, so needed capital facilities will include maintaining existing LOS through ongoing maintenance of facilities and expanding or adding facilities to meet additional demand as growth occurs.

Longview's Capital Improvement Program (CIP) is a five-year plan for capital facilities expenditures that is incorporated into the City's biennial budget. This enables the City, through official adoption by the City Council, to prioritize and lay out a plan for capital investments. Since this is done in conjunction with the budget cycle, there is constantly a "rolling" horizon for implementation that allows new projects to be included in the prioritization process. It also enables projects to be phased and to roll forward through one or more succeeding budget cycles if subsequent-phase funding is not readily available.

Capital facilities also encompass technology installations and upgrades, which are continually being implemented to improve service delivery, efficiency, convenience, and security. Hard- and software, controls, and energy solutions can be costly and are also included in the CIP.

Besides immediate budget sources, the City may seek and use other funding sources, including external funding, where appropriate to the type of facility and community needs. A range of options is available, some requiring County or voter approval. Additional capital financing sources include, but are not limited to, the following:

- Special purpose districts
- Obligations such as bonds and lease-purchase arrangements
- Grants from federal or state agencies
- Grants or donations from private sources (individuals, memorials, non-profits, etc.)
- Conservation area real estate excise tax
- Conservation Futures property tax
- Land dedication or fees in lieu of dedication for open space, parks, and/or conservation
- Local option sales tax for criminal justice

More specific to utilities, the City funds improvements through a combination of resources. The City includes depreciation funding in its utility rates to build reserves for replacing equipment. Developer financing is used for capital improvements that are installed by developers as mitigation of impacts to the City water system. Developer financing may include full or partial funding for reservoirs, pump stations, and water mains that serve a particular development. Major capital improvements may be financed by issuance of revenue bonds. Revenue bond debt service is paid from monthly utility rates. Utility Local Improvement Districts (ULIDs) are used when property owners want to install water mains in areas where there is no service. In these instances, ULID bonds are paid off by assessments levied against all properties that benefit from the improvements. Fees are assessed for new water service based upon meter size. These charges recover the cost of connecting the new customer to the utility and are sometimes referred to as connection charges. Public Works Board loans – Public Works Trust Fund and Drinking Water State Revolving Fund —have been used in recent history to

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finance large capital improvement projects such as the Mint Farm Regional Water Treatment Plant (MFRWTP) project.

The City currently maintains a rate model that is updated at least annually and will continue to evaluate its rates and capital recovery fees on an annual basis to account for any changes due to growth and development and system deterioration.

Impact fees, authorized under the GMA, offer a formulaic fee schedule that specifies an amount to be imposed on new development for each type of system improvement for which impact fees are assessed. Because Cowlitz County is not "fully planning" under the GMA, Longview cannot establish impact fees per se. At the time of the 2006 comprehensive plan update, the City had planned to establish preset State Environmental Policy Act (SEPA) mitigation fees so as to parallel impact fees.

Cities can impose mitigation fees on individual developments under SEPA as long as they first adopt local SEPA policies authorizing the exercise of SEPA substantive authority. Longview has already done so in LMC 17.20.210 and .220, which in part adopts by reference WAC 197-11-660 (substantive authority and mitigation). This gives the City the ability to apply case-specific financial mitigation to projects as a part of SEPA review.

However, the state Supreme Court has ruled that SEPA does not authorize the use of uniform charges similar to impact fees when applying SEPA mitigation. Instead, SEPA mitigation fees must be based on an individualized assessment of a given development's expected impact on each type of improvement. They must be rationally related to impacts identified in threshold determination documents (primarily environmental checklists) or environmental impact statements. This case law, whose timing overlapped the last plan update, precludes the City from establishing predetermined mitigation fees akin to impact fees. At the same time, if a given development project will have an identified impact on a public facility, utility, and/or service that would demand an upgrade or addition, then fees could be assessed via the SEPA mitigation process.

Inventory (Summary of Existing Conditions) Facilities, Utilities, and Services

Public Buildings

The City of Longview maintains and/or utilizes a number of capital facilities and buildings in order to perform its necessary administrative functions. The City is responsible for the maintenance and operation of an approximate total of 297,436 square feet of buildings. Table 7-1 lists City-owned buildings. This excludes other types of facilities such as roadways, streetscape improvements, stormwater systems, etc. – although all are incorporated into the CIP. The current-year CIP should be consulted for planned improvements to City facilities of all types.

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Table 7-1. Public Buildings Inventory

Facility	Location	Size (sq. ft.)
Longview City Hall	1525 Commerce Avenue	32,000
Street, Traffic, Transit and Fleet Divisions	254 Oregon Way	9,318
Transit Center	1135 12th Avenue	900
Utilities Operations Division	1460 Industrial Way	24,768
Utilities Operations Expansion	1440 Industrial Way	3,570
Regional Water Treatment Plant	101 Fishers Lane	12,000
Stormwater Division Office	Adjacent to City Hall	756
Sign Masters	Adjacent to City Hall	4,000
Cowlitz County Chaplaincy	Adjacent to City Hall	1,725
Longview Police Department	1351 Hudson Street	34,000
Highlands Police Satellite Office	201 30th Avenue	2,211
Longview Fire Department – Station 81	740 Commerce	14,868
Longview Fire Department – Station 82	2355 38th Avenue	4,800
Longview Public Library	1600 Louisiana Street	33,000
Columbia Theatre for the Performing Arts	1231 Vandercook	18,000
Parks Division	706 30th Avenue	3,700
	Auto parking garage	5,400
	Garage	462
Recreation Office	2920 Douglas Street	4,516
Mint Valley Golf Course and Facilities Maintenance	4002 Pennsylvania	
	Pro Shop	3,716
	Warehouse/Maintenance	4,500
	Golf Cart Storage Shed	2,420
	2nd Golf Cart Storage Shed	2,880
Mint Valley Racquet and Fitness Complex	4004 Pennsylvania	33,920
Senior Center	1111 Commerce	4,500
McClelland Arts Center	951 Delaware	11,000
Women's Club Building	835 21st Avenue	3,800
Elks Memorial Building	2121 Kessler	2,010
Mint Farm Regional Water Plant	1155 Weber Avenue	23,166
TOTAL SQUARE FOOTAGE		**297,436**

City Library

Dedicated April 26, 1926, the Longview Public Library is among the City's oldest assets. It was donated to the community by R.A. Long personally and is a part of the Longview Civic Center Historic District. The library was extensively remodeled in 1953, expanded and enlarged in 1967-68, and underwent an exterior restoration in 2001.

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Besides a large print and non-print collection, a wide variety of resources, services, and activities are available through the library. Examples include the Microsoft Imagine Academy, family movie nights, computers/WiFi, drop-in technology help, public meeting rooms, media equipment, the Koth Art Gallery, external services assistance (AARP tax help, Medicare), adult literacy (Project Read), and teen and senior programs.

A building modernization study is underway at the time of the 2018 comprehensive plan update to identify needed system (such as electrical) and technological improvements that will then be incorporated into the library's future capital requests.

Public Safety

Fire Suppression and Emergency Medical Services (EMS) Provided by City

Within the city limits, fire suppression, EMS, and associated capital facilities are managed and maintained by the Longview Fire Department (LFD). Primary assets consist of two fire stations that house support apparatus including engine companies, an aerial ladder truck, and a number of other specialty vehicles and equipment. Department staffing includes 43 firefighters, six interns, three battalion chiefs, a fire marshal, an administrative assistant, and the fire chief. Thirty-five of the department's personnel are emergency medical technicians, and 11 are paramedic trained.

Built in 1975, the main station, Station 81, is located at 740 Commerce Avenue. At least six firefighters and one battalion chief are on duty 24/7. The Fire Marshal also works part time out of this facility and part time at the Community Development Department, located in City Hall.

The second station, Station 82, was built in 1979. It is located at 2355 38th Avenue and houses Engine 82 together with a minimum three-person engine company, which responds primarily to emergency calls in Longview's west end. To enable the fastest possible response, the station closest to a call is dispatched, while the stations back up one another. Calls for structural fires require all units from both stations to respond in order to staff and perform all on-scene rescue and fire control measures. An ambulance is also housed at Station 82 and, when staffing levels permit, is staffed with at least two personnel.

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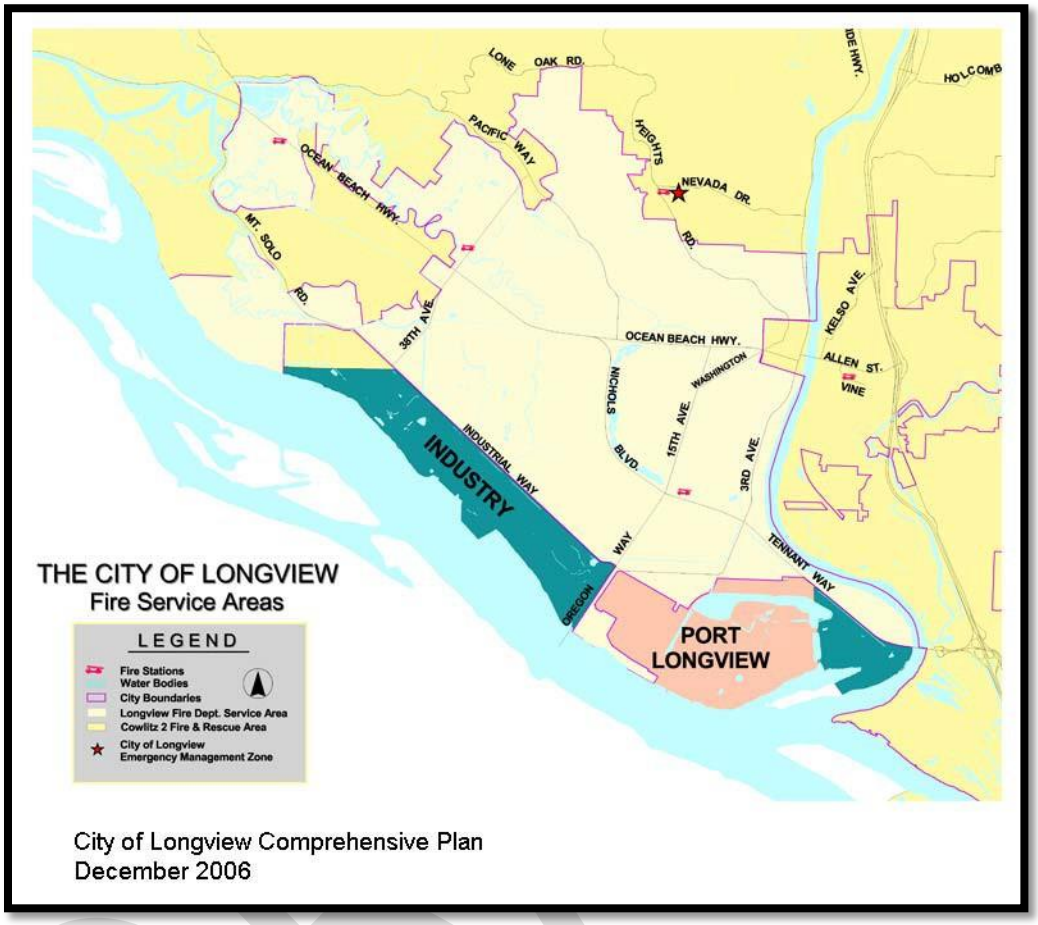
Figure 7-1. Fire Suppression and Emergency Medical Service Boundaries



Source: City of Longview 2006 Comprehensive Plan

The Cowlitz County 911 Center currently dispatches emergency calls. Longview's average response time to fire and emergency medical calls in 2016 was 6 minutes, 5 seconds, in response to 4,900 calls for service. In 2016, LFD responded to emergency calls in or under 5 minutes 30 seconds 68 percent of the time. Since 1990-2009, fire and emergency medical calls have increased at a rate of six percent per year. Starting in 2010, LFD stopped responding to non-emergent medical incidents, but since then, LFD's call volume has continued to increase at about the same rate, which is greater than the rate of population growth. Possible causes for the call rate increase could include an increase in calls for emergencies involving controlled substances abuse and an increasing portion of the local population who use the pre-hospital system and emergency response as their primary healthcare services. This phenomenon was part of the reason that LFD adjusted response to only emergent EMS incidents. If there is a surge in new construction growth in the city, an increase demand for fire prevention services, including review of new building permits, site inspections for code compliance during the construction phase, and continued annual site prevention inspections may be expected.

LFD participates in a mutual aid agreement with all Cowlitz County fire agencies in order to provide overlapping emergency response. It also contracts with 14 entities outside of the city limits to provide fire protection service at industrial sites such as Weyerhaeuser, KapStone, EGT, Specialty

Minerals, and Axiall. In conjunction with these efforts, LFD provides confined space rescue services and has frequent interaction with other fire agencies, especially Cowlitz 2 Fire and Rescue as it is a partner in the industrial site agreements.

Level of Service (LOS) Standards

RCW 35.103.030 requires that Washington cities and towns maintain a written statement or policy addressing fire service delivery objectives, including turnout and response times for specified events. At the same time, the chapter intent is clear that it does not "in any way modify or limit the authority of cities and towns to set LOSs.

Longview has adopted a Standard of Cover (or LOS level of service) that indicates a response time of six minutes or less 90 percent of the time for the first unit to arrive. At an average of 5 minutes, 30 seconds 69 percent of the time, the current response time for emergent incidents in Longview falls short of meeting the LOS.

Longview LOS Standards

1. **Respond to all medical emergencies to provide Basic Life Support (BLS) service:**
    a. Council adopted measure (six minutes or less, 90 percent of the time)
    b. National Fire Protection Association (NFPA) measure (five minutes or less, 90 percent of the time)
2. **Respond to all Advanced Life Support (ALS) medical emergencies:**
    a. Council adopted measure (eight minutes or less, 90 percent of the time)
    b. NFPA measure (same)
3. **Respond to structure fires:**
    a. Council adopted measure (six minutes or less, 90 percent of the time)
    b. NFPA measure (five minutes or less, 90 percent of the time)
4. **Full alarm response arrival to structure fires:**
    a. Council adopted measure (six minutes or less, 90 percent of the time)
    b. NFPA measure (five minutes or less, 90 percent of the time)
5. **Respond to all technical rescue emergencies:**
    a. Council adopted measure (eight minutes or less, 90 percent of the time)
    b. NFPA measure (five minutes or less, 90 percent of the time)

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TABLE 7-2.

SUMMARY: 2016 Incident Responses			
Response Standard No.	Response Type	Number of Incidents	Percent meeting Standard
1	Respond to BLS EMS in 6 min or less 90% of time	1207	49%
2	Respond to ALS EMS in 8 min or less 90% of time	1762	73%
3	Respond to structure fires in 6 min or less 90% of time	39	41%
4	Full assignment arrives to structure fires in 9 min or less 90% of time	39	62%
	Respond to technical rescues in 8 min or less 90% of time	9	78%
n/a	Responses not measured	1913	
	Total Responses	**4930**	

Source: Longview Fire Department

AMR American Medical LOS

AMR provides the ALS level of care and ambulance transport through a service agreement with the City. As back-up transport service, the City has an interlocal agreement with Cowlitz 2 Fire and Rescue. AMR's service agreement includes this single performance measure:

1. **AMR Respond to all medical emergencies to provide ALS level of care:**
   a. Agreement compliance measure (eight minutes or less, 90 percent of the time)

TABLE 7-3.

AMR SUMMARY: 2016 EMS Incident Responses			
Response Standard No.	Response Type	Number of Incidents	Percent Meeting Standard
1	Respond to ALL EMS in 8 min. or less 90% of time	3025	93%

Source: Longview Fire Department

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Planned Improvements

The Fire Department is continuing to develop plans for a new station on the city's west side in addition to Stations 81 and 82. The City owns two parcels of land adjacent and to the east of Lowe's at 2782 and 2790 Ocean Beach Highway. The City will complete a site development plan with construction following over the short term.

Planning continues for addressing chronic EMS usage for non-emergent patients, through Community Paramedicine programs and coordination with social services agencies within the service delivery area.

Police

The Longview Police Department (LPD) is a full-service police agency that is currently structured into three specialized units with functions as described below.

The Investigations Division is led by a police captain and includes the Criminal Investigations Unit (CIU), Property and Evidence, an administrative/background sergeant, and the Street Crimes Unit (SCU). The CIU is responsible for follow-up investigation on all reported incidents of hate crime, most felonies, crimes with substantial leads, and offenses that may jeopardize the safety of the community or are in the public interest to investigate. It also performs crime scene investigations. Most misdemeanor cases with leads are returned to patrol for follow-up investigation. The sex offender registration program for Longview sex offenders is also part of the CIU. The SCU has been an effective team in arresting offenders and providing additional enforcement activities in areas of the city most in need of police presence. The unit has the flexibility in work hours, days, and deployment strategies (uniformed and plain clothes), which is an asset to LPD's crime rate goals.

The Patrol Division, also led by a police captain, includes three patrol shifts (day/swing/graveyard) and the Community Services Unit (CSU). The CSU is comprised of a sergeant and a corporal who are stationed at the Police Satellite Office located in the Highlands neighborhood. This unit is also responsible for supervising the school officer program; training for all police employees; the field training program for new officers; community policing; and all of LPD's volunteer programs including police reserves, a citizen patrol unit (Alley Gators), satellite office volunteers, and the police cadet program.

An administrative manager (civilian position) leads the Administration Division, which includes financial management, grant administration, clerical support to the public and all other divisions in the department, parking enforcement, crime analysis, information technology support for the police department, and public disclosure.

Capital Improvements

LPD is currently remodeling space that was previously vacant in the main police station located at 1351 Hudson Street. The remodeled space will house the CIU and the SCU. Moving the CIU upstairs will allow for more downstairs space for patrol officers to write reports and to use as a meeting space.

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The police department needs a location to conduct firearms training as the land once used for this training is owned by a private company that will no longer lease the property to be used as a gun range. LPD is evaluating different options for either an indoor or an outdoor range. This will likely be a budget enhancement request in an upcoming budget cycle.

Staffing Level of Service (LOS)

LPD is currently staffed by 59 commissioned officers (plus one over-hire position for a total of 60 commissioned officers), four reserve officers, 13 full-time civilians, and one part-time civilian. For 2017, this staffing level equates to one commissioned officer per 625 population[40], or 1.6 commissioned officers per thousand capita. LPD has been gradually working toward increasing staffing in keeping with the 2009 Police Executive Research Forum (PERF) report developed for the department, which recommended 64 commissioned officers and 19 civilian staff.

Community Oriented Policing

The PERF report also identified high levels of patrol calls for service response, which unfortunately limits the amount of time that LPD patrol officers have available to conduct proactive, self-initiated activities such as car and pedestrian checks. By building in time for community policing, officers can work with residents and businesses to solve the problems underlying crime, violence, and disorder, disrupting potential criminal activity like burglaries, thefts, and illegal drugs. When this self-initiated time is appropriately directed, a result can be a reduction in calls for service, as the conditions causing the problems that residents call about are improved.

The PERF report identified the following common themes, contributing to a key recommendation of implementing community-oriented policing:

- Community members generally expressed frustration with incident follow-up, often attributed to a shortage of police officers.
- Patrol officers spend relatively high percentages of time responding to calls for service, with little remaining time available for self-initiated activities, which are part of the community-oriented policing approach.
- A desire for greater collaboration with community members and stakeholder groups was expressed.

As police gain experience with and effectively use community policing and problem-solving strategies, crime may be reduced. Ancillary effects may also include fewer repeat calls for service; a safer living environment and working environment for community members; more time for officers to spend working with the community to further solve crime and disorder problems; and improved communication, relationship, and familiarity between the police and community, where each may link the other to resources for their mutual benefit.

[40] Based on OFM's 2017 "official population" (April 1 estimate) of 37,510

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Additional community-oriented policing recommendations included:

- Hold all members of the department accountable for utilizing community policing and problem-solving strategies in delivering service to the community. Institutionalize this philosophical approach through incorporating community policing and problem-solving skills and knowledge into performance evaluations, selection of specialized assignments, and the promotional process.
- Continue to enhance crime analysis capabilities. Information should be reliable and provided in a timely manner and accessible for use by members throughout the agency.
- Enhance collaboration with the community and public, private, and non-profit partners to prevent and control crime and disorder and to develop effective problem-solving strategies.
- Develop problem-solving assessment strategies and report back to the appropriate community.
- Improve department communication vertically and horizontally regarding crime and disorder problems and community concerns.

Crime Trends

The Federal Bureau of Investigation runs the Uniform Crime Reporting (UCR) Program, which compiles nationwide crime data in its National Incident-Based Reporting System (NIBRS). In Washington, the Washington Association of Sheriffs and Police Chiefs (WASPC) compiles and reports data for police agencies statewide, using the NIBRS offense categories and types.

Table 7-5 includes the most recent five years' worth (2012-2016) of "Group A" offenses for Longview with year-to-year comparisons of change. A negative percentage – expressed as (XX.X) – indicates a reduction in crime within a given category over a two-year period. Percentage changes may look very large but should be considered in context of the overall number of offenses. If only one incident occurred in a prior year but not in the second (comparison) year, it would show a hundred percent improvement; in reality, this may reflect a fairly minor improvement compared to categories with higher rates of crime.

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TABLE 7-4. CRIME INCIDENTS and YEAR-TO-YEAR CHANGE

"Group A" Offenses[1]	2012	2013	12-13 % chg	2014	13-14 % chg	2015	14-15 % chg	2016	15-16 % chg
Crimes Against Persons									
Murder	1	1	0.0	0	(100.0)	1	100.0	0	(100.0)
Manslaughter	0	0	---	0	---	0	---	0	---
Rape	29	38	31.0	29	(23.7)	31	6.9	38	22.6
Sodomy	3	1	(66.7)	1	0.0	0	(100.0)	2	200.0
Sexual Assault w/ Object	0	0	---	0	---	0	---	1	100.0
Fondling	10	8	(20.0)	16	100.0	21	31.3	14	(33.3)
Aggravated Assault	74	85	14.9	79	(7.1)	79	0.0	62	(21.5)
Simple Assault	531	547	3.0	473	(13.5)	465	(1.7)	427	(8.2)
Intimidation	129	154	19.4	139	(9.7)	129	(7.2)	105	(18.6)
Kidnapping	5	9	80.0	5	(44.4)	13	160.0	7	(46.2)
Incest	0	3	---	0	(100.0)	1	---	0	(100.0)
Statutory Rape	1	0	(100.0)	0	---	0	---	0	---
Human Trafficking Offenses	0	0	---	0	---	0	---	0	---
Violation of No Contact/ Protection	108	135	25.0	140	3.7	151	7.9	109	(27.8)
Crimes Against Property									
Robbery	55	47	(14.6)	27	(42.6)	35	29.6	40	14.3
Burglary	462	517	11.9	502	(2.9)	364	(27.5)	415	14.0
Larceny – Theft Offenses	1667	1804	8.2	1698	(5.9)	1428	(15.9)	1327	(7.1)
Motor Vehicle Theft	148	177	19.6	146	(17.5)	147	0.7	211	43.5
Arson	37	15	(59.5)	16	6.7	20	25.0	22	10.0
Destruction of	682	786	15.3	614	(21.8)	570	(7.2)	497	(12.8)

[1] From WASPC yearly *Crime in Washington* publications. Some NIBRS category names have changed over time. Table includes current category names and the most recent individual year data.

Property									
Counterfeiting/ Forgery	53	58	9.4	47	(18.9)	66	40.4	42	(36.4)
Fraud Offenses	146	145	(0.7)	201	38.6	177	(11.9)	130	(26.6)
Embezzlement	2	1	(50.0)	6	500.0	2	(66.7)	1	(50.0)
Extortion/ Blackmail	1	1	0.0	1	0.0	0	(100.0)	1	100.0
Bribery	0	0	---	0	---	0	---	0	---
Stolen Property Offenses	50	77	54.0	60	(22.1)	54	(10.0)	47	(13.0)
Crimes Against Society									
Animal Cruelty[2]	n/a	n/a	n/a	n/a	n/a	0	n/a	0	---
Drug/ Narcotic Violations	401	438	9.2	513	17.1	434	(15.4)	414	(4.6)
Drug Equipment Violations	38	27	(29.0)	22	(18.5)	19	(13.6)	10	(47.4)
Gambling Offenses	0	0	---	0	---	0	---	0	---
Pornography	7	6	(14.3)	1	(83.3)	13	1200.0	4	(69.2)
Prostitution Offenses	4	3	(25.0)	3	0.0	1	(66.7)	21	2000.0
Weapon Law Violations	59	115	94.9	54	(53.0)	49	9.3	43	(12.2)
Grand Total	**4,703**	**5,198**	**10.5**	**4,793**	**(7.8)**	**4,270**	**(10.9)**	**3,990**	**(6.6)**

In addition, "Group B" offenses include bad checks, curfew/loitering/vagrancy violations, disorderly conduct, driving under the influence, drunkenness, nonviolent family offenses, liquor law violations, peeping Toms, trespassing, and all other offenses[3]. The same level of information is not collected for Group A and B offenses; for the latter, only arrest information is reported.

From among these years, 2013 showed the highest number of Group A incidents (5,198) and overall increase in all Group A crimes (10.5 percent) over the previous year. Both the number of incidents and year-to-year change have decreased since then. The year 2016 brought in 1,208 fewer incidents than the 2013 level, but the greatest year-to-year reduction (10.9 percent) is seen between 2014 and 2015.

In terms of individual categories, a significant reduction in robberies of more than 42 percent occurred from 2013-14, but since then the rate and number of incidents have been creeping back up.

[2] This UCR category added in 2015; no data available prior to that time.
[3] Runaways are also included under Group B, although the FBI discontinued data collection for them in 2011.

The number and rate of frauds and embezzlements leapt up in 2013-14 but have since returned to pre-2013 levels.

Drug/narcotic violations have remained relatively flat, with a low of 401 incidents in 2012 and a high of 513 in 2014; meanwhile, drug equipment violations have been on the downswing. At just 43 incidents in 2016, weapons violations were at less than half of the 2013 high (115). The single largest increase, both in terms of the number of incidents (21) and year-to-year change (2,000 percent, 2015-16) was in prostitution offenses.

Parks and Open Space

The City of Longview maintains over 435 acres of park and open space land that offer active and passive recreational opportunities to residents and preserve natural areas of the community. Realistically, Longview residents may also use other parks and recreation facilities throughout the region, including lands belonging to the Port, County, other cities, and the state or federal government. Facilities owned and operated by Longview include 3,600 feet of shoreline access, 48 acres of surface water, and 5.6 miles of trails. Most of the existing trail miles are located around Lake Sacajawea.

Separate and apart from a general comprehensive plan, the state Recreation and Conservation Office sets forth content and public participation requirements for parks and recreation planning that are tied to eligibility for specific state funding. This is why Longview, like most communities in Washington, conducts parks and recreation planning discretely and maintains a separate planning document. The City updated its comprehensive plan for parks and recreation in 2016, which includes a complete listing of park and recreation facilities categorized by facility classification, together with a brief description of each facility.

Based on current park LOS standards, the City already has a deficiency of parkland and trail mileage. This deficiency will continue to increase as population growth occurs. The plan sets LOSs for three categories of recreational facilities, but not all. These include neighborhood parks (Class II facility), community parks (Class IV facility), and trails (Class VII facility). As indicated in Table 7.6, there is a current deficiency of 173 acres of neighborhood parkland, three acres of community parkland, and 27.6 trail miles. This grows to a deficiency of 207 and 18 acres, respectively, and 31 miles by 2022 if no further acquisition is made.

It should be noted that projections were based on the assumed growth rate of one percent per year included in the 2006 comprehensive plan. With this plan update, a lesser growth rate is assumed (see discussion in Housing chapter). This does not demand reworking these numbers immediately, but the degree of deficiency should be reevaluated and adjusted accordingly in the next parks and recreation comprehensive plan update.

Geographically, West Longview and the northern area in the hills tend to be underserved by neighborhood parks. In the future, Longview should pursue acquisition of undeveloped parcels in areas where development is likely to occur in order to protect natural areas and environmentally sensitive sites and serve as the location for future parks and recreation facilities.

The 2016 parks and recreation plan prioritizes most highly those projects that meet one or more of the criteria below. As with other capital projects, they are integrated into the biennial CIP.

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- Projects that enhance safety
- Upgrading existing parks
- Maintenance and replacement of parks, facilities, and amenities (asset protection)
- Trail development (including installation, extensions, and connections)
- Park land acquisition
- Urgency (emergency repairs)

Table 7-5

PARK LEVEL OF SERVICE

Class	Level of Service	Existing Demand (2010) 36,648	Projected Demand (2022) >41,505*	Current Supply
I (Neighborhood Play Lot)	No numerical standard	-	-	2.5 acres
II (Neighborhood Park)	7 acres/1,000 population	257 acres	291 acres	84 acres
III (Neighborhood Passive Area)	No numerical standard	-	-	159
IV (Community Park)	3 acres/1,000 population	110 acres	125 acres	107 acres
V (Regional Park)	No numerical standard	-	-	-
VI (Special Use Facilities)	No numerical standard	-	-	-
VII (Trails)	1 mile/1,000 population	37 miles	42 miles	12 miles

** Based on annual increase rate of 1% stated in the City of Longview Comprehensive Plan 2-6*

PARK LEVEL OF SERVICE STANDARDS

Grade*	A (<10%)	B (11 - 20%)	C (21-30%)	D (31-40%)	F (>41%)

*Grade is percent difference between existing and demand

Class	Deficiency (2010/2022)	Current/Future Grade
I (Neighborhood Play Lot)	-	-
II (Neighborhood Park)	173 acres/207acres	F / F
III (Neighborhood Passive Area)	-	-
IV (Community Park)	3 acres /18 acres	A / B
V (Regional Park)	-	-
VI (Special Use Facilities)	-	-
VII (Trails)	27.6 miles /31 miles	F / F

Source: City of Longview 2016 Park and Recreation Comprehensive Plan

Water System

The MFRWTP was put into operation in January 2013 when the City transitioned from the Cowlitz River to a groundwater source for its municipal drinking water supply. The system also serves the Beacon Hill Water and Sewer District (BHWSD).

Approximately 58 percent of the total annual water demand is from residential customers (52 percent single-family and six percent multi-family). Commercial demand accounts for approximately 31 percent, industrial for six percent, and irrigation for five percent of the total annual demand. The southern side of the service area is heavily industrialized. Most of the existing industries receive potable water from the City but also obtain process water from on-site wells or the Columbia rivers.

Between 2005 and 2010, the City realized a 4.2 percent reduction in average day demand and a 17.4 percent reduction in maximum day demand through its leak detection and meter replacement programs, improved data collection, rate increases, and by promoting water conservation measures during peak usage months. The City's current Water System Plan promotes a more modest but realistic one to three percent conservation goal.

The MFRWTP consistently produces water that meets or exceeds all state and federal drinking water standards, but a 2014 survey found that 82 percent of water customers were dissatisfied with their water. Survey results prompted a detailed examination of the City's drinking water, and a Customer Advisory Committee (CAC) was convened to address aesthetic water quality issues focusing on offensive taste and odors and white spotting due to moderate hardness and dissolved silica. Based on the CAC's recommendation, the City investigated options to return its source of drinking water to the Cowlitz River using horizontal collector wells in lieu of a traditional surface water intake.

Disappointing water quality testing results caused this approach to be removed from consideration in July 2016, and focus shifted to optimizing treatment at the MFRWTP. Meanwhile, the City also investigated interim improvements to mitigate taste and odor complaints and long-term treatment processes to remove silica. The City and BHWSD chose not to pursue silica removal at this time. Following additional work in 2017, the City awarded a construction contract to install an air injection system at the MFRWTP to increase the level of dissolved oxygen. Aeration appears likely to remedy some of the taste and odor issues and, once implemented, the long-term goal is to reduce the amount of chlorine needed in the water treatment process and to maintain a stable distribution system.

Longview has 240 miles of pipeline. The majority of the system is cast iron (163 miles) and ductile iron (64 miles), with smaller lengths of asbestos cement, steel, polyvinyl chloride, and high-density polyethylene pipe. The City also has eight water storage facility sites. Capacities of the facilities range from 150,000 to 11 million gallons. All facilities are covered and vents screened to protect water quality. The City strives to maintain reservoir levels within one to two feet of overflow during periods of peak demand, operating six booster pump stations, all of which pump to reservoirs. All pump stations are controlled by reservoir level sensing, which starts and stops pump operation. There are eight pressure-reducing stations located throughout the service area.

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Local water purveyors (Longview, Kelso, and BHWSD) have long term, contractual "wheeling" arrangements whereby they can share each other's facilities when necessary. This agreement provides backup resources in case of emergency, natural disaster, and for scheduled maintenance outages. After Mount St. Helens erupted in 1980, Longview and Weyerhaeuser installed an emergency line connecting the City to the Weyerhaeuser water system, which comes from the Columbia River, to provide an alternate source of (non-potable) water to the City and the BHWSD. A spool piece of the emergency piping is removed to prevent inadvertent introduction of non-potable water to the distribution system, but can be quickly re-installed during a water emergency. Additionally, a second water main crossing of the Cowlitz River was constructed with the new Allen Street Bridge in 2000, increasing capacity and providing redundancy for the water main crossings connecting the Longview and Kelso systems.

Four interties exist with BHWSD to deliver water under the water wheeling agreement. A two-way intertie was constructed on Curtis Drive near Sunset Drive. This improvement serves BHWSD's Lone Oak service zone via Longview's Columbia View service zone.

The City is considering joining the Washington Water/Wastewater Agency Response Network (WAWARN) that allows water and wastewater systems to receive rapid mutual aid and assistance from other systems during an emergency. Utilities that sign the WAWARN standard agreement can share resources with other Washington systems that have also entered into the agreement.

Accommodating Growth

The Report of Examination completed by the state Department of Ecology in October 2010 determined that the City's future water needs were projected to reach 13,500 acre-feet per year (ac-ft/year) by the year 2059, which was less than the currently held surface water rights of 14,659 ac-ft/year. The new groundwater permit for MFRWTP was issued based on the projected needs of 13,500 ac-ft/year. The City was not required to relinquish its existing municipal surface water rights, which are now designated as secondary water rights. The total municipal water withdrawals for the City and BHWSD may not exceed 14,679 ac-ft/year (the sum of the currently held surface water rights). From a water rights standpoint, the City will continue to be allowed to withdraw municipal water from the Cowlitz River, if necessary, to supplement the new groundwater source; provided that the combined withdrawals do not exceed 14,679 ac-ft/year. The City perfected its recreational surface water right for Lake Sacajawea flushing in September 2008, and no additional water rights will be required for the next 20-year planning period.

The MFRTP has a finished water capacity of 17.4 million gallons per day (mgd) with a buildout capacity of 25.3 mgd. If current growth trends continue, the plant will have sufficient capacity to meet maximum day demand until after 2032. The MFRWTP is designed to allow expansion and addition of two wells, two pressure filters, and a third backwash storage tank. The current excess capacity and future addition of two wells and pressure filters will provide the City with the ability to attract potential industrial customers to support the City's economic stability. Long-term options for providing sufficient water in the future to meet the City's 50-year demand forecast include:

- Expanding the plant to its build out capacity of 25.3 mgd
- Implementing water conservation measures
- Increasing treatment plant operating hours to 24 hours per day

The results of a pump station analysis show that all pump stations have sufficient capacity to meet demand through 2032. The Main zone's pumping capacity is the capacity of the well pumps at the MFRWTP, which are able to meet both the City's and Beacon Hill's demands through 2032.

The Indian Creek service zone requires an additional 39,000 gallons of storage to meet fire flow storage needs. There are also other operational considerations for the Indian Creek zone. The Longview Country Club and Golf Course has a high peak demand during periods when they are irrigating and can rapidly deplete the storage supply in the Indian Creek zone. During periods of irrigation, the City and golf course need to coordinate operations, so the City is able to provide the necessary level of service to this zone. Analysis shows that even with the additional 84,000 gallons added to the standby storage requirement, the fire flow demand is still the greater demand. It is recommended that the City provide a minimum of 50,000 of additional gallons for storage for the Indian Creek zone. This capital improvement is identified in the CIP.

The City has continued to make improvements to the distribution system since completion of the 2012 Water System Plan, dedicating $1.5 million or more annually toward replacing undersized and deteriorated distribution mains and intending to continue budgeting a similar annual amount for the foreseeable future.

Replacement of undersized distribution and transmission mains within potentially high growth portions of the service area may be delayed until the growth actually occurs. This delay will allow costs associated with the required improvements to be shared with the project proponents and thus represents better planning and financial consideration for current ratepayers. Implementing improvements before future needs are known may result in undersized utilities.

Figure 7-2. Summary of System Deficiencies and Recommendations

Location	Deficiency	Planning Period	Recommendation
Treatment:			
	None Identified	6 and 20 Years	
Distribution/ Transmission:			
2-, 4-, and 6-inch transmission mains	Required fire flow cannot be met in portions of the distribution system	6 and 20 Years	Continue annual pipe replacement program to address deteriorating and undersized mains.
Storage:			
	Indian Creek Reservoir	6 and 20 Years	Refer to storage analysis in this section for recommendations.
Pumping:			
	None Identified by model	6 and 20 Years	Refer to pump analysis in this section for recommendations.

Source: 2012 Longview Comprehensive Water System Plan

Water Reuse

The City encourages water reuse where possible. Several industrial users have implemented on-site reuse programs that have dramatically reduced their potable water demands. Many industrial users also have on-site alternative sources for process water demands. Two of the City's largest customers, Weyerhaeuser and KapStone, use only City water for potable uses (drinking, eye washes, shower, etc.). Millennium Bulk Terminal is another large customer that only utilizes City water for potable uses. The MFRWTP includes a backwash recovery system whereby approximately 90 percent of the process backwash water is recycled to the head of the treatment process for reuse. This system is estimated to conserve around 51.8 million gallons of water in the year 2018. Other reuse opportunities are evaluated on a case-by-case basis.

Capital Improvements

As with other City facilities, water system projects are included in the CIP as part of the budget process. Improvements are categorized as transmission or distribution projects, and are further broken down by capacity expansion and repair and replacement projects. These include booster pump stations and storage facilities related concerns such as reliability, capacity to meet regulatory and health standards, and general improvements.

The majority of the transmission and distribution CIP projects are development driven. All of the transmission main projects fall into the 20-year planning window and are all dependent upon further development in the identified areas.

Additionally, there are a number of planning, controls, and general system improvements incorporated into the CIP, such as projects to address deteriorating valves, emergency power upgrades, improved meter reading capabilities and data processing, and long-range planning.

Solid Waste

Since 1992, solid waste disposal within Longview has increased by annual average rate of 0.8 percent. Between 2015 and 2016, the disposal tonnage increased by 3.5 percent.

Longview contracts its recycling collection and sorting services to Waste Control, Inc. Weekly recycling collection is mandatory for all residents. Commercial recycling is not mandatory, but for an additional fee billed directly by Waste Control, commercial customers may request recycling service for selected commodities.

Over time, the curbside recycling program has suffered from significant contamination. Over 40 percent of the recycled materials were found to be contaminated in 2005, the highest contamination period recorded since the program began in 1992. Since then, recycling in Longview has decreased by an annual average rate of 9.5 percent, which has been attributed to less non-recyclable material being placed in the recycling containers.

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Because of the high recycling contamination, a public outreach campaign was developed to educate customers about the proper guidelines for recycling. These efforts have taken positive strides towards reducing recycling contamination, dropping the residual rate by 53 percent from 2005 to 2016. In addition, the number of tons collected of the curbside recycling material also reduced by approximately 44.1 percent, from 4,171 tons in 2005 to 2,330 tons in 2016.

The City continues to evaluate the feasibility of implementing a voluntary yard waste program, but it will likely be a few more years out before the program is brought before the City Council for consideration.

Longview has participated in a joint Solid Waste Management Plan (SWMP) with Cowlitz County since 1972. The SWMP is periodically update, most recently in 2011. The current SWMP reflects changes to the County's capacity to manage solid waste resulting from its 2011 acquisition of the Weyerhaeuser Headquarters landfill, which created 44 million cubic yards of new landfill disposal capacity.

Waste Control constructed a solid waste transfer station 1150 Third Avenue in Longview, which became operational in July 2009. Solid waste throughout Longview is initially collected by Waste Control, sent to the transfer station, and eventually delivered to the Headquarters landfill. Subject to limitations, customers can also take certain types of waste directly to the transfer station, including:

- Self-hauled waste (residential/commercial)
- Drop-off recycling and buy-back recycling
- Automobile, appliance, and electronics recycling
- Tire disposal
- Asbestos disposal (residential/commercial)
- Household hazardous waste drop-off
- Wet Vactor® waste collection
- Wood and concrete recycling
- Demolition waste
- Small quantity hazardous waste

Waste Control also maintains remote recycling drop-off facilities and periodically conducts mobile events.

Sewer System

The City of Longview collects residential, commercial, and industrial wastewater within the city limits and portions of urbanized Cowlitz County adjacent to the city. The sewage is then conveyed to the Three Rivers Regional Wastewater Treatment Plant (TRRWTP) for treatment and discharge to the Columbia River. The TRRWTP is owned and operated by the Three Rivers Regional Wastewater Authority (TRRWA), a joint municipal utility services agency whose members include Longview, Kelso, Beacon Hill Water and Sewer District, and Cowlitz County.

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Some residential properties within Longview and its planning area continue to use residential on-site disposal systems, which should be phased out as development proceeds and sewer collection facilities become available adjacent to those properties. Major industries along the Columbia River (e.g., Kapstone, Nippon Dynawave, and Millenium Bulk Terminals) operate their own collection and treatment systems to treat their industrial wastes.

The sanitary sewer collection system is comprised of approximately 157 miles of sewer line ranging in size from six to 36 inches in diameter, and 43 lift/pump stations. The *City of Longview General Sewer and Facilities Plan* (May 2008) contains more detailed information on the wastewater treatment and collection system serving Longview. Many of the improvements identified in the general sewer plan have been completed, and Longview continues to plan and budget for system improvement and replacement. As with other capital facilities, current sewer system capital improvement projects are included in the CIP adopted in the City's budget.

In addition to long-term sewer planning and upgrades, the City adopted and enforces pretreatment regulations to comply with the National Pollutant Discharge Elimination System (NPDES) permit issued to the TRRWA and its member agencies. The pretreatment regulations address discharges of fats, oils, and grease into the wastewater collection and treatment system by sources such as restaurants; and other pollutants discharged by various commercial and industrial customers. These regulations are intended to protect water quality and the environment, as well as the sewer collection and treatment facilities.

Stormwater System

Longview is located on a broad, flat floodplain at the confluence of the Columbia and Cowlitz rivers. Over the years, an extensive series of dikes has been constructed along the banks of both rivers to prevent flooding of developed areas. Today, Longview's stormwater drainage system consists of urban stormwater infrastructure such as curb inlets, storm pipes, and detention basins, as well as both natural and constructed drainageways and facilities that store and convey runoff by gravity flow or pumping. Most stormwater runoff in Longview within the diked areas must be eventually pumped to the Cowlitz and Columbia rivers.

Consolidated Diking Improvement District No. 1 (CDID) is responsible for operating and maintaining the system of dikes and related drainage ditches and pump stations serving Longview. The CDID's boundaries encompass the valley lowlands of Longview, West Kelso, and adjacent unincorporated areas, but not the upland hillside areas of the watershed. Residential developments in the hillside areas typically drain to existing intermittent or perennial stream channels, eventually flowing to an interceptor CDID ditch (ditch #6) along the northern boundary of the District's diked portion.

Longview faces a continuing need to maintain and improve the drainage facilities to accommodate existing and new development. The conversion of ditches into culverts is a regular drainage capacity issue as culverts lower the capacity of ditches to retain stormwater, thereby necessitating greater pumping capacity or increasing flooding potential in the vicinity of the culvert. Culverts should be constructed only when necessary and as part of a coordinated plan for additional pumping capacity or the provision of storage capacity elsewhere.

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Segments of the CDID's drainage ditches have been identified by the state Department of Ecology as "impaired" water bodies because they have one or more pollutants exceeding state water quality standards. The state must conduct a total maximum daily load (TMDL) study of the impaired ditches to determine the amount of pollutants the ditches may receive and still meet water quality standards. The TMDL may result in regulations to implement a cleanup plan that may further restrict or control the volume and water quality of runoff, as well as other activities that increase pollutants in the ditches.

Since February 2007, discharges from the City's storm sewers (MS4) have been permitted by the Western Washington Phase II Municipal Stormwater NPDES Permit. This permit requires that some 99 cities and 11 counties statewide implement a Stormwater Management Program (SWMP) structured around the following:

- Educating, engaging, and involving the public
- Controlling runoff from development, redevelopment, and stormwater facilities
- Identifying and removing illicit discharges
- Reducing contaminated runoff from municipal operations

The City's stormwater regulations have been revised periodically to implement NPDES permit requirements. The most recent revision, in July 2017, incorporated updated permit requirements to adopt and use of the Department of Ecology's *Stormwater Management Manual for Western Washington* for all projects adding or replacing 2,000 square feet of hard surfaces.

New development projects and redevelopment projects are affected by the NPDES and City stormwater regulations and must address stormwater drainage and water quality issues and requirements based on the specific characteristics and design of the development or redevelopment project. The new regulations require that development and redevelopment projects use low-impact development (LID) techniques to manage stormwater runoff quantity and quality, to the maximum extent feasible.

Roadway congestion, urban sprawl, and water resource degradation is rooted in land-consumptive development practices that are often embedded in local codes. Communities are hoping to avoid these outcomes in the future by employing concepts like compact development, redevelopment, green infrastructure, and linking land use to a more varied transportation network. LID is a natural complement for community planning. It is a versatile development and stormwater runoff management approach that works to create a hydrologically functional site that mimics predevelopment conditions. This is achieved by using design techniques that infiltrate, filter, evaporate, and store runoff close to its source. Rather than relying on costly large-scale conveyance and treatment systems, LID addresses stormwater through a variety of smaller, cost-effective structural or landscape features located on site.

In recent years, the City has begun to implement stormwater LID practices in its public infrastructure projects. Examples include Tennant Way Corridor improvements and the Downtown Corridor Streetscape project, which feature street trees and plantings, biofiltration planters, and pervious concrete and pavers.

In addition to updating its stormwater regulations, the City performed a comprehensive review and revision of its other building and planning codes and policies in 2017 to make LID the preferred and most commonly used approach to site development. The revisions include provisions and incentives designed to minimize impervious surfaces, native vegetation loss, and encourage the use of LID

practices in a variety of development situations. The changes also provide some flexibility in street standards (width and sidewalks), as well as encouraging native vegetation and preservation of open space.

Public Education

Longview School District No. 122 ("Longview Public Schools") serves most school age Longview residents – over 6,800 in 2017[41]. The District owns and operates eight elementary schools, three middle schools and two high schools, along with administration, maintenance, and operations facilities. With the exception of one elementary school (Robert Gray), all of these facilities are located within the Longview city limits.

School districts are discretely separate from municipal government under the State Constitution and statute. As such, Longview Public Schools is responsible for conducting its own capital facilities and services planning independently of the City of Longview. The District's Facility Advisory Committee embarked on developing a long-range facility plan in early 2015. The District retained Construction Services Group, a division of Educational Service District No. 112 in Vancouver, as the consultant for this project; the School Board adopted the resultant facility master plan in early 2017. The approach and basis for school facility planning is considerably different from that used in a citywide comprehensive plan. Besides school addition/replacement and remodeling, based on long-term enrollment projections as well as expected utility, the plan also addresses such aspects as individual school boundaries and security needs.

In addition, the District employs an overarching five-year strategic plan, called "Design for Excellence." This plan involves actions at both the districtwide level and at individual schools which are focused on increasing student achievement and strengthening traits that typify highly successful schools.

School district funding mechanisms also differ from city government. In November 2017, the District's bond measure, at 57.77 percent "yes" votes, fell short of reaching the 60 percent supermajority requirement. The measure would have solidified tax dollars to replace three aging elementary schools, renovate the preschool program building, and add safety enhancements in the district. The district is currently in the process of gathering public feedback on the measure.

[41] Office of the Superintendent of Public Instruction Washington State Report Card (May 2017)

The Lower Columbia College (LCC) campus includes 27 buildings located on over 38 acres, generally situated at the intersection of 15th Avenue and Washington Way. Originally established in 1934 under the name Lower Columbia Junior College, LCC is one of the oldest community colleges in the state. Classes were held in various downtown buildings and the public library until the College acquired 26 acres in its present location; construction of its first campus building began in 1950. The vast majority of LCC students are from the college's official service district, Cowlitz and Wahkiakum counties, although LCC also serves many students from outside its official district (from Oregon and elsewhere in Washington, including Clark County).

As with Longview Public Schools, LCC is responsible for conducting its own capital facilities and services planning independently of the City of Longview. Its most recent facilities master plan (FMP) dates to early 2015. The FMP acknowledges that LCC struggles with aging facilities and outmoded infrastructure such as its steam plant. The campus is in a liquefaction zone; its buildings constructed prior to 2000 were not designed to address the liquefaction risk. In addition to the structural deficiencies, these buildings lack fire sprinkler systems, and their mechanical systems are reaching the end of their useful life. There are also functional deficiencies associated with older buildings that were originally designed with small classrooms, which limits today's instructional approaches. The FMP finds that due to these deficiencies, the oldest buildings that are in their final five to 15 years of life should be replaced. The FMP is broken down into two time frames, a 15-year horizon addressing these older structures and a longer-range plan that addresses buildings expected to reach the end of their useful life in 20-30 years.

"Minor works" are also included. In addition, the FMP is thorough in considering such development aspects as parking, pedestrian access, open space/landscaping, telecommunications needs, stormwater management, and other utilities.

In Washington, community college capital funding requests are funneled through the state Board for Community and Technical Colleges (SBCTC). The SBCTC's Capital Budget Office consolidates the requests for community and technical colleges statewide into a single capital request to the state legislature, which becomes a part of the capital budget. In turn, the SBCTC allocates the appropriated capital funds back to the colleges.

The City of Longview receives permit fees for school district and LCC capital projects, which can sometimes be considerable in the case of major facilities. These fees defray the cost of review/permitting and inspections.

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Public Facilities, Utilities, and Services Goals, Objectives, and Policies

Goal PF-A

Ensure that public facilities and services are provided, operated, and maintained in an effective and efficient manner.

General Government

Objective PF-A.1

Conduct long-range capital improvement programming and financing through individual plans for land use, parks, and utilities to ensure that facilities and services are available to meet future needs and that existing facilities and services are maintained and improved. Regularly update these plans. Implement long-range plans through the annual capital improvement program (CIP) and the biennial budget processes.

Policy PF-A.1.1 Design and construct public facilities and services to handle the anticipated growth of the city and planning area and to minimize future maintenance and repair costs.

Policy PF-A.1.2 Evaluate the impact of proposed new development on public facilities and services during the land-use and environmental permitting processes and apply mitigation accordingly.

Policy PF-A.1.3 Monitor implementation of the CIP against the rate of growth and development to determine whether adequate public facilities are being provided. If adequate facilities and services are not available, then the land-use chapter, transportation levels of service, or revenue sources may be adjusted accordingly.

Policy PF-A.1.4 Consider how the timing and location of new facilities and improvements to existing facilities will impact future development and land-use patterns.

Policy PF-A.1.5 Continue to remove barriers to public facilities for persons with disabilities to meet Americans with Disabilities Act requirements.

Policy PF-A.1.6 Continue to play a strong role in the regional community and advance intergovernmental coordination, planning, and sharing of public facilities and services.

Policy PF-A.1.7 Closely coordinate planning with special purpose districts and other service providers for the siting and improvement of sewer, water, road, educational and other public facilities not within the City's immediate authority.

Policy PF-A.1.8 Continue to evaluate projects considered for the CIP based on community need, efficiency and durability, health and safety concerns, and availability of funding sources, including the opportunity for grants/loans.

Policy PF-A.1.9 Finance the CIP within the City's financial capacity to achieve a balance between available revenue and needed public facilities. If the projected funding is inadequate to finance needed public facilities based on adopted level of service standards and forecasted growth, the City could do one or

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more of the following:

- lower the transportation LOS standard,
- change the land-use chapter,
- increase the amount of revenue from existing sources, and/or
- adopt new sources of revenue.

Policy PF-A.1.10 Continue to apply for all available state and federal grants and other funds to assist development and improvement of public facilities and services.

Policy PF-A.1.11 Ensure that the ongoing operating and maintenance costs of a public facility are financially feasible prior to its incorporation into the CIP.

Parks

Objective PF-A.2 Maintain and update as necessary the Parks and Recreation Comprehensive Plan so that the City remains eligible and competitive for state funding that is based, in part, on the plan's currency.

Objective PF-A.3 Adopt the Parks and Recreation Comprehensive Plan by reference as a part of the current comprehensive plan update.

Public Safety

Objective PF-A.4 Match the level of police services to the public safety needs and conditions of the Longview community. As part of the biennial budget, work toward achieving a police level of service at the U.S. average ratio of one officer per 565 citizens.

Policy PF-A.4.1 Expand police services and facilities in conjunction with new growth and/or changes in crime rates and community needs. Priority areas include, but are not limited to West Longview and Highlands.

Policy PF-A.4.2 Provide proactive response and investigation to reported crimes or other such requests for police services.

Policy PF-A.4.3 Continue to enhance the levels of police and fire protection and to meet the needs identified by these departments.

Policy PF-A.4.4 Maintain mutual aid agreements with other cities and counties in the region and respond accordingly to requests.

Policy PF-A.4.5 Participate in the regional emergency management programs.

Objective PF-A.5 Support crime prevention and the City's efforts to incorporate crime prevention through environmental design (CPTED) components in new development.

Policy PF-A.5.1 Ensure appropriate training for public safety and/or planning personnel to implement CPTED guidelines/regulations.

Policy PF-A.5.2 Encourage crime prevention and education programs or activities that

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stimulate neighborhood cohesiveness such as Neighborhood Watch programs, community clubs, and others. Provide speakers or demonstrations as requested by community groups.

Policy PF-A.5.3 Provide special programs, such as officers in the schools, to respond to community needs.

Objective PF-A.6 Establish and maintain levels of service that meet the fire suppression and emergency medical needs of the Longview Community. Implement a level of service equal to a six-minute response time 90 percent of the time. Measure the level of service periodically as part of the Fire Department's annual reports and consider service and facility needs at the time of the biennial budget.

Policy PF-A.6.1 Provide and maintain fire suppression and medical response services that meet Longview community needs.

Policy PF-A.6.2 Provide public education and fire prevention programs to reduce risk of fire and need for emergency medical response.

Objective PF-A.7 Evaluate the need for fire suppression and EMS services and facilities in West Longview. Implement plan recommendations for the City of Longview Fire Department through the biennial budget.

Policy PF-A.7.1 Work with other fire and rescue jurisdictions to coordinate fire related activities such as training, hazardous spill response, inspections and plan review as feasible, particularly in the City's Planning Area.

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Education

Objective PF-A.8 Support Longview School District and Lower Columbia College master plans and capital improvement and education programs. As the City's comprehensive plan is updated, provide updated growth projections to the Longview School District and Lower Columbia College to assist in their planning needs.

Policy PF-A.8.1 Coordinate with Longview School District staff as the District prepares its capital improvement programs and to apply case-specific SEPA mitigation fees to address the likely impacts of proposed development on schools.

Policy PF-A.8.2 Promote convenient and safe access to public schools, through transportation capital improvements in developed areas and through review of new development for transportation and education impacts.

Policy PF-A.8.3 Work with the Longview School District and Lower Columbia College to foster a well-trained and -educated work force, such as attracting additional four-year college programs to Longview.

Library

Objective PF-A.9 Strive to achieve and maintain a library level of service at the Washington State average for similar sized libraries, which uses a staff-to-population ratio of one staff person per 2,000 population in the service area. Assess the level of service with the biennial budget.

Policy PF-A.9.1 Provide a high level of public library services adequate to meet the needs of a growing community and changing technology.

Objective PF-A.10 Maintain and expand library capital facilities as needed based on community needs and growth. Capital facility needs and costs should be included in the annual CIP and addressed in the biennial budget. Expansion projects may include:

- Add a branch library in the Highlands vicinity. Make efficient use of existing or future facilities, such as collocation with the Highlands Neighborhood Association Community Center.
- Study the need for an expanded library facility or branch facility in West Longview.
- Expand the main branch based on population growth.

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Resilience

Goal PF-B

Improve environmental performance and disaster resiliency of facilities.

Objective PF-B.1

Consider resource conservation and environmental quality as public facilities are designed and constructed.

Policy PF-B.1.1 Apply energy conservation measures in constructing or remodeling public facilities.

Policy PF-B.1.2 Maintain, rehabilitate, or replace the City's facilities and infrastructure as necessary to extend the useful life of existing facilities and ensure continued efficiency and conservation of energy and resources.

Objective PF-B.2

Address disaster resilience as a core aspect of public buildings and other facilities.

Policy PF-B.2.1 Consider seismic requirements and oversight for design and construction/ upgrades of public buildings and facilities,

Policy PF-B.2.2 Develop a plan establishing restoration priorities for public facilities and services in case of natural disaster.

Policy PF-B.2.3 Monitor state emergency management activities that involve seismic code improvements, seeking opportunities to meaningfully incorporate them into public facility design.

Utilities

Goal PF-C

Monitor and, where necessary, improve the standard of sewer and water service, storm drainage, recycling, and solid waste collection in the City.

Policy PF-C.1.1 Provide sufficient potable water in the future for peak day demand. Measures to provide sufficient water treatment capacity include expanding the plant, implementing water conservation measures, and increasing treatment plant operating hours.

Policy PF-C.1.2 Ensure system additions are built to standards in anticipation of future growth.

Policy PF-C.1.3 Plan for capital facility expansion and improvements to increase fire flow as development occurs on the hillside areas.

Policy PF-C.1.4 Continue the Water Service Area Agreement between Longview, PUD, and Kelso whereby the three agencies can share each other's facilities when necessary.

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Sewer

Policy PF-C.1.5 Ensure that developers are responsible for providing sewer lines and related facilities needed to serve new development or, in some cases, provided through a local improvement district.

Policy PF-C.1.6 Continue rehabilitating sewage collection systems to reduce inflow and infiltration as recommended by the General Sewer Plan to ensure that wastewater treatment systems are used efficiently and their design lives extended.

Storm Drainage

Policy PF-C.1.7 Continue to closely coordinate with Consolidated Diking District No. 1 on drainage, water quality, and flood protection policies and issues.

Policy PF-C.1.8 Continue efforts to establish an urban area drainage district, in order for upland areas to assist lowland areas in the cost of surface drainage management.

Policy PF-C.1.9 Fund stormwater maintenance activities and manage the City's compliance with stormwater regulations.

Policy PF-C.1.10 Require developers to consider aesthetics as well as functional requirements in designing surface water facilities. Encourage developers to include multiple-use surface water facilities in their developments. Consider recreational, habitat, educational, cultural, open space, and aesthetic opportunities.

Policy PF-C.1.11 Emphasize the proper installation and maintenance of erosion control measures in association with all construction activities.

Policy PF-C.1.12 Maintain and update as necessary City stormwater management ordinances to address the impacts of new development and redevelopment as well as the requirements of the City's NPDES municipal stormwater permit.

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Policy PF-C.1.13 Promote low-impact development (LID) as the preferred and commonly used approach to site development, including the use of LID principles in site design and the selection and use of on-site stormwater management LID practices and best management practices where appropriate. Consider regional surface water management facilities to support infill development where LID is not practicable.

Policy PF-C.1.14 Protect and enhance existing flood storage and conveyance functions and ecological values of floodplains, wetlands, and riparian corridors.

Policy PF-C.1.15 Where feasible, retrofit existing roadways with facilities to enhance water quality and reduce peak flows as roadway improvement projects are completed.

Solid Waste

Objective PF-C.2 Continue the City/County partnership in the joint Comprehensive Solid Waste Management Plan. Participate in the periodic Solid Waste Master Plan update.

Policy PF-C.2.1 Continue to provide efficient solid waste collection and to participate in efforts to improve the regional solid waste management system.

Policy PF-C.2.2 Promote recycling by residents and businesses through a curbside recycling program and recycling centers.

Policy PF-C.2.3 Ensure that new, reclaimed, or continuing solid waste facilities located in the City minimize potential environmental impacts to air quality, water, and other natural systems, and provide for reclamation plans.

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Chapter 8. Transportation and Circulation

Introduction

Transportation has been a prominent issue and priority in the City of Longview since its founding as a "planned city" in the 1920s by Robert A. Long. The transportation system in Longview is comprised of state highways, city streets, public transit, freight rail, and a marine port. All of these components of the transportation system are critical for economic development and community livability.

This chapter outlines the community's priorities as related to transportation, as well as inventorying the existing transportation system, providing forecasts for the future, and discussing how future system improvements may be funded.

Planning Requirements

Given its location within a county that is not fully planning under the state Growth Management Act, Longview's transportation planning requirements are set forth in the portion of state law that applies to code cities.

The City must integrate its transportation and land-use plans within its comprehensive plan. "Every code city, by ordinance, shall direct the planning agency to prepare a comprehensive plan for anticipating and influencing the orderly and coordinated development of land and building uses of the code city and its environs. The comprehensive plan may be prepared as a whole or in successive parts. The plan should integrate transportation and land use planning." (RCW 35A.63.060 - emphasis added)

Circulation (as opposed to transportation) is one of the two basic elements that must be included in Longview's comprehensive plan, described as "the general location, alignment, and extent of existing and proposed major thoroughfares, major transportation routes, and major terminal facilities, all of which shall be correlated with the land-use element of the comprehensive plan." (RCW 35A.63.061) This circulation requirement is differentiated from a full "transportation element showing a comprehensive system of surface, air, and water transportation routes and facilities," which is deemed to be *optional*. (RCW 35A.63.062)

RCW 35.77.010 requires that cities' six-year transportation improvement programs (TIPs) be consistent with their adopted comprehensive plans. TIPs must also include:

- Any applicable changes that promote nonmotorized transit (RCW 35.77.010)
- Expenditure information for nonmotorized transportation purposes (RCW 35.77.010)
- How the City will preserve railroad right-of-way in the event the railroad ceases to operate (RCW 35.77.010)
- Provisions for bicycle paths, lanes, routes, roadways, and improvements where "reasonably practicable" and where the cost of establishing it would be not be "excessively disproportionate to the need or probable use" (RCW 35.77.015)

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Additionally, TIPs must also "specifically set forth those projects and programs of regional significance for inclusion in the [regional TIP]." For Longview, the regional plan is promulgated by the Cowlitz-Wahkiakum Council of Governments (CWCOG) as the Longview-Kelso-Rainier Metropolitan Planning Organization (MPO).

In practice, prioritization of projects within the City TIP is influenced by available funding and the priorities of funders. More robust transportation planning can help City projects to be better integrated within the local and regional plans and to score more favorably when considered for funding opportunities.

Existing Transportation System Overview

Regional Linkages

Longview's regional connections either directly or indirectly include several state/federal routes as well as Interstate 5 (I-5), whose accessibility is critical to the city's residents and economy. I-5 is not within the Longview city limits but is accessible through Kelso at exits 36, 39, 40, and 42.

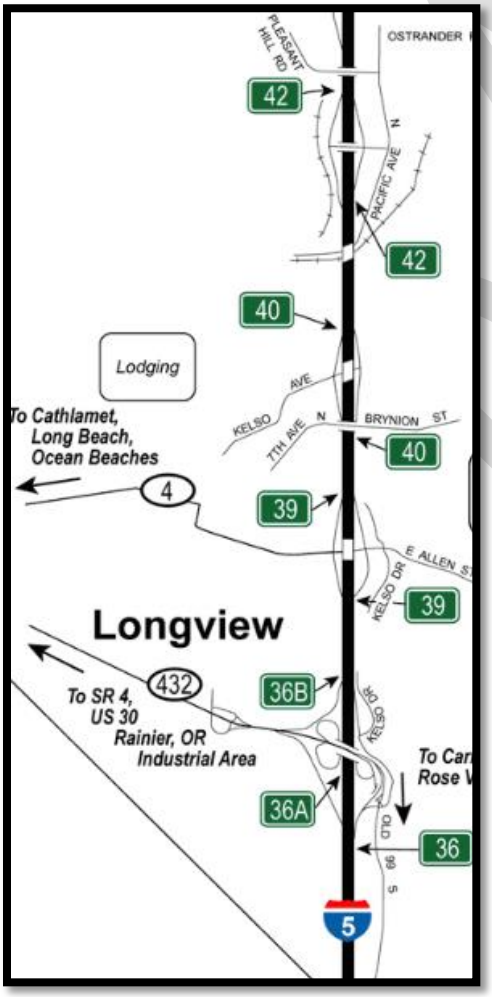


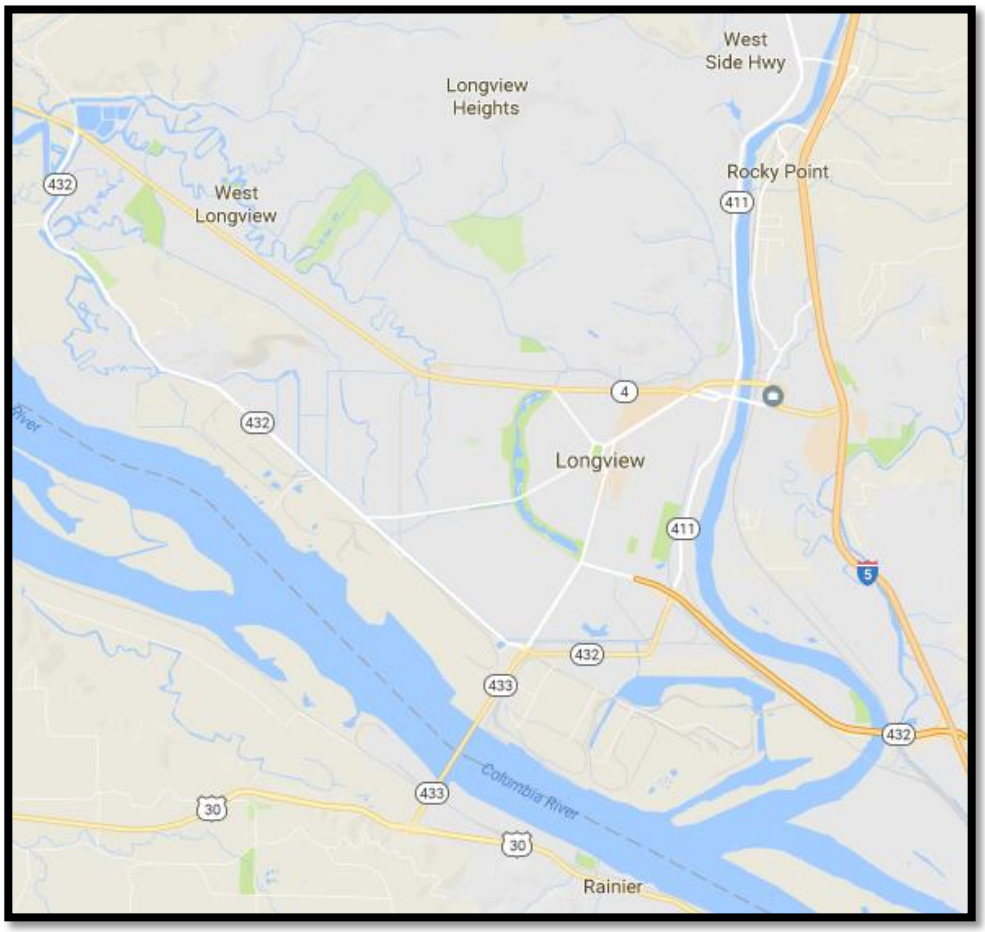
Figure 8-1. I-5 Connections Serving Longview
Source: WSDOT <http://www.wsdot.wa.gov/Traffic/InterstateGuide/i5/I5_WinlockToKelsoLong.htm> Accessed November 8, 2017.

State Route (SR) 4 – Ocean Beach Highway is the primary east-west roadway through the city. It connects to Longview's two northern access points to Interstate 5 (I-5) and primarily serves the commercial and residential areas, especially the fast-growing West Longview area, and continues into Wahkiakum County.

SR 432, also known as Industrial Way, connects the southern end of the city to I-5, directly accessing the Port of Longview, and the large industrial complexes in the area, as well as the City's Mint Farm Industrial Park. SR 432 also connects to SR 433, the Lewis and Clark Bridge into Rainier, Oregon, which in turn connects to US 30 that runs east-west along the Oregon side of the Columbia River.

SR 411 ("Westside Highway") provides a north-south corridor through the eastern portion of the city. Its southern terminus connects to SR 432, providing a direct connection into the industrial area and serving as a commuter route for local residents accessing the employment centers. At the northern end, it turns east into Castle Rock. Although not a part of the state route, Westside Highway continues north of Castle Rock and becomes old Military Road in Lewis County. Its northernmost end is at Koontz Road, near Napavine.

Figure 8-2. Regional Highway Connections



Source: Google Maps

State Routes 4, 432, and 433 are classified as principal (functional) arterials in the City's hierarchical system of street classifications (see Figure 8-4 at the conclusion of this chapter).

The City is responsible for the local street system throughout the city and works closely with the Washington State Department of Transportation (WSDOT) to manage access and traffic movement for both SR 432 and SR 4. The Washington side of the Lewis and Clark Bridge and both the north- and southbound ramps at I-5/SR 432 are equipped with WSDOT traffic cameras.

The City works through CWCOG on regional issues within the Longview-Kelso-Rainier Metropolitan Planning Area (MPA). Within the MPA, the City also works closely with The City of Kelso, Cowlitz County and the Port of Longview regarding transportation network improvements along both SR 4 and SR 432.

In addition, the Columbia River is classified as a freight waterway, whose lower reach is reported by the U.S. Army Corps of Engineers to carry more than 250 million tons of freight annually. The deep draft marine terminal facilities at the Port of Longview, Weyerhaeuser, and other industrial properties generate a tremendous amount of truck and rail activity, primarily along the SR 432 corridor. Pending opportunities including the redevelopment of the former aluminum plant facility and of the Port's Barlow Point. These future developments will need to undergo thorough planning to facilitate development and maintain freight and general mobility. In addition to the marine operations, Longview rail facilities also transport considerable freight through the industrial areas.

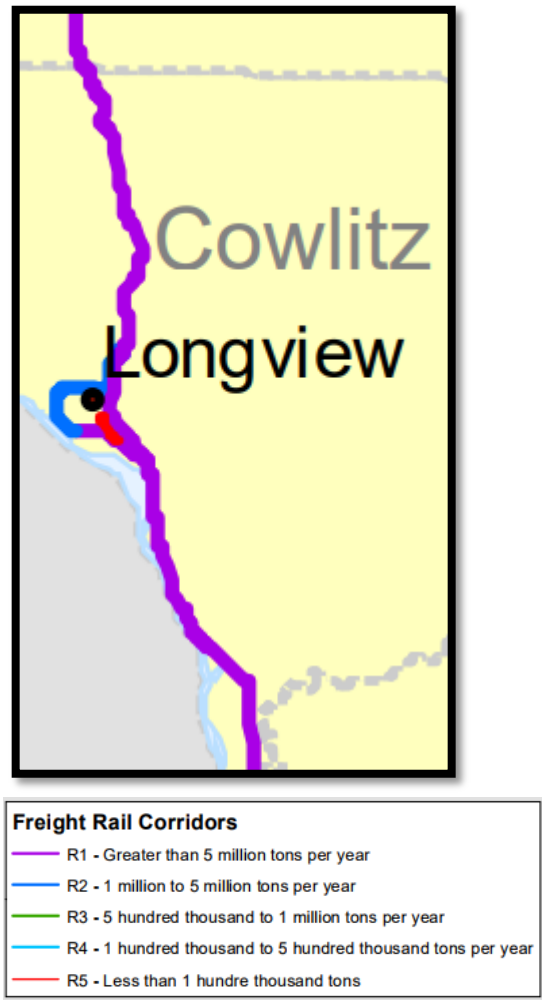


Figure 8-3. Freight Rail Corridor
Source: WSDOT < http://www.wsdot.wa.gov/NR/rdonlyres/FA479C47-322A-4095-AF09-5DC5DED2FA1F/0/2015FreightRailCorridorsinWA.pdf> Accessed November 8, 2017.

Local Roadways

The hierarchical street classification system defines function. Volume, land use, and functional classification typically determine access. Safe access for pedestrian and bicycles is also taken into consideration when street improvements are made as arterials and connectors.

There are three classifications of streets in Longview. Besides the state highways, principal (functional) arterials include limited access facilities such as Tennant Way, Washington Way, 15th, and Oregon Way. The arterials provide circulation and access, as well as a link with highways. The arterials are the widest streets and are designed to carry heavy volumes of traffic.

Minor arterials provide movement within subareas of the city and distribute trips from neighborhood connectors and principal arterials. Minor arterials serve through traffic and can provide direct access to commercial, industrial, and multi-family development, but they generally do not provide direct access for residential properties.

Collectors (neighborhood connectors) distribute local traffic from arterials and local access streets and provide direct access for abutting properties. Typically, connector streets are not continuous for any great length, nor do they form a connected network by themselves.

Local access streets serve to distribute neighborhood traffic from arterials and connectors and provide direct access for abutting properties. Business access streets distribute traffic from arterials to serve dense commercial activities. Direct access is provided to abutting commercial or multi-family properties. Industrial access streets serve the unique needs of an industrial area, distributing traffic from arterial streets and providing direct access to the abutting industrial properties.

The outline of the remainder of the Transportation and Circulation Element is as follows.

1. Goals, Objectives, and Policies
2. Existing Transportation System Conditions
    a. Street and Highway Facilities
    b. Freight Facilities
    c. Transit
    d. Non-Motorized Facilities
3. Transportation System Forecasts
    a. 2025 Projected Traffic Volumes and Congestion
    b. 2050 Projected Traffic Volumes and Congestion
4. Financial Plan
    a. Funding Sources
    b. Six-Year Transportation Improvement Program
5. Transportation and Circulation Element Maps

Existing Transportation System Conditions

This next section of the Transportation and Circulation Element provides a deeper discussion on the existing conditions of the City's Transportation System. Specifically, the section will provide additional information on street and highway facilities; freight facilities; transit; and non-motorized facilities.

Streets and Highway Facilities

Street Classifications

As mentioned earlier, streets and highways in the City of Longview are organized in a hierarchical classification system. There are six levels of the street classification system: principal arterials, minor arterials, major collectors, collectors, local access streets/roads, and private streets/roads. The specific state highways and streets classified at the principal arterial level were mentioned previously. Specific streets and highways classified as minor arterials are listed below.

Table 8-1.

City of Longview Minor Arterials	
• Beech Street	• California Way
• Hudson Street	• Kessler Boulevard
• Nichols Boulevard	• Olympia Way
• Pacific Way	• Vandercook Way
• 1st/3rd Avenues	• 12th Avenue
• 14th Avenue	• 30th Avenue
• 38th Avenue	

Please refer to Figure 8-4 at the end of the chapter to find specific streets classified lower than minor arterials. Within the City's Planning Area Boundary (PAB), there are about 47.8 miles of principal or minor arterials, 30.2 miles of collectors, and 128.2 miles of local access or private roads/streets. The table below lists the number of miles of each street classification within the PAB.

Table 8-2.

Street Classification	Total Miles in PAB
Principal Arterial	25.7
Minor Arterial	22.1
Major Collector	1.4
Collector	28.8
Local Access Road	114.6
Private Road	13.6
Ramp	2.4
Total (All Street Classifications)	**208.6**

Traffic Volumes and Congestion

One way of measuring existing conditions of streets and highways is to look at the volume (amount) of traffic and how much delay/congestion is experienced by motorists along a street segment or at an intersection. The amount of delay and congestion can be looked at by comparing traffic volumes with traffic capacity for a particular street segment or intersection. This comparison results in a volume-to-capacity ratio (or percentage). The closer the ratio is to 1 (or 100%) the more delay and congestion a driver is probably experiences. A volume-to-capacity ratio can also be viewed as a qualitative measure known as Level of Service (LOS). LOS is reported on a scale of "A" through "F". A LOS A describes the highest level of performance (least congestion) and LOS F describes the lowest level of performance (most congestion). Generally, a roadway's capacity is considered acceptable if it operated at a LOS between A through C.

The table below provides a general description of each LOS classification at the intersection level and how it compares to a volume/capacity ratio. These descriptions could be modified to be applied to street segments as well

Table 8-3.

Level of Service (LOS)	Interpretation	V/C Ratio
A	Uncongested operations; all queues clear in a single signal cycle.	Less Than 0.60
B	Very light congestion; an occasional approach phase is fully utilized.	0.60 to 0.69
C	Light congestion; occasional backups on critical approaches.	0.70 to 0.79
D	Significant congestion on critical approaches, but intersection functional. Cars required to wait through more than one cycle during short peaks. No long-standing queues formed.	0.80 to 0.89
E	Severe congestion with some long-standing queues on critical approaches. Blockage of intersection may occur if traffic signal does not provide for protected turning movements. Traffic queue may block nearby intersections(s) upstream of critical approach(es).	0.90 to 0.99
F	Total breakdown, stop-and-go operation.	1.00 and Greater

Source: Transportation Research Board Circular 212 Table B-6

A variety of factors are used to determine volume-to-capacity ratios and LOS, including traffic volume, number of lanes, lane width, percentage of truck traffic, and average travel speed. The CWCOG maintains a Regional Travel Demand Model the City is able to use to determine estimated traffic volumes and amount of congestion. Figures 8-5 and 8-6 at the end of the chapter display the estimated Maximum PM Peak Hour Volume/Capacity and LOS for streets and intersections using the 2017 CWCOG model. The current street segments with volume/capacity at 70% (LOS C) or worse are the following.

- State Route 411 (Westside Highway) from City of Kelso city limits heading north towards Castle Rock is LOS D.
- 1st Avenue from City of Kelso city limits to Hudson Street is LOS C.
- State Route 432 on-ramp from Industrial Way is LOS D.
- State Route 433 (Lewis and Clark Bridge) is LOS E.
- Nichols Boulevard from Tennant Way to Washington Way is LOS C and some portions north of Washington Way are LOS C as well.

From the standpoint of signalized arterial intersections, the following 2 intersections have significant congestion according to the regional travel demand model.

- State Route 432/433 is LOS D. It should be noted that the model does not account for at-grade railroad crossing delays. If the model did account for at-grade crossing delays, this intersection might display more congestion in model results and have a higher volume/capacity ratio.
- Washington Way and Ocean Beach Highway are LOS F.

Traffic Safety

Another way of measuring existing conditions on streets and highways in the City of Longview is by looking at traffic safety. For this comprehensive plan update, the database of all traffic accidents on city streets in Longview from 2010 to 2016 was obtained from WSDOT. From 2010 to 2016, there were 9 fatal and 52 serious injury accidents out of a total of 3,946. There have been fatal accidents in every year except 2013. The most recent year, 2016, was the worst year for serious injury accidents with 13. The following table shows the annual number of fatal, serious injury, and total accidents over this six-year period.

Table 8-4.

	2010	2011	2012	2013	2014	2015	2016	2010-2016
Total Accidents	622	551	545	526	509	563	630	3,946
Suspected Serious Injury Accidents	6	3	9	8	7	6	13	52
Fatal Accidents	2	1	1	0	1	2	2	9
Accidents Involving Pedestrians	16	6	11	11	17	10	13	84
Accidents Involving Bicyclists	11	10	15	10	19	10	14	89
Total Injuries (any level of severity)	269	234	263	189	276	242	331	1,804
Total Fatalities	2	1	1	0	1	2	2	9

Source: WSDOT Crash Data and Reporting Branch

Figure 8-7 at the end of the chapter shows the locations of the fatal and serious injury accidents. The fatal accidents that also involved a pedestrian or bicyclist are shown with a separate symbol.

Freight Facilities

In addition to freight rail and waterway corridors as mentioned earlier, Longview also has several truck freight facilities (corridors). Figure 8-8 at the end of the chapter illustrates the streets and highways considered truck freight corridors and displays T-1, T-2, and T-3 truck freight routes in the city. Truck freight corridors are classified by WSDOT in the Freight and Goods Transportation System by the amount of annual gross tonnages carried on a particular corridor. Any freight corridors carrying more than 10 million gross tons per year is classified as a T-1 freight route. State Route 432 between Interstate 5 and State Route 433 is the only freight route with more than 10 million gross tons being transported on an annual basis. A portion of State Route 432 (Industrial Way) northwest of the State Route 432/433 intersection carries between 4 and 10 million gross tons annually to be rated a T-2 freight route. Part of Fibre Way and 15th Avenue are also T-2 freight routes. All of the remaining freight routes in the city carry between 300,000 and 4 million gross tons per year.

Transit

Cowlitz Transit Authority (CTA), operating as RiverCities Transit, provides fixed route and paratransit transit (bus) services within the city. The service area extends beyond the Longview city limits into Kelso. CTA is a taxing authority only with no direct staff. The CTA contracts with the City of Longview all transit operations, maintenance, and capital improvements and the City of Longview then subcontracts the complementary paratransit service.

Currently, RiverCities Transit operates 7 fixed routes Monday through Saturday. There is no service available on Sunday. Depending on the route, service frequency is 30 to 60 minutes. A downtown transit center located on 12th Avenue between Hemlock and Florida Streets is a central transfer location where all routes originate. At the transit center, RiverCities Transit buses connect with services operated by other fixed route providers (CC Rider, Lower Columbia CAP, and Wahkiakum on the Move). In West Longview, RiverCities Transit also provides service to an existing park and ride lot at Ocean Beach Highway and Coal Creek Road. Figure 8-9 shows all the streets in the city served by fixed route transit service as well as the location of the downtown transit center and Coal Creek Park and Ride.

Non-Motorized Facilities

There are existing non-motorized facilities for use of pedestrians, bicyclists, or both in the City of Longview. The most notable facility are the trails around the perimeter of Lake Sacajawea. Other facilities include the Highland Trail along State Route 432 (Industrial Way) and the Dike Trail that roughly parallels Pacific Way. There are also established bicycle lanes along Washington Way, Pacific Way, and 38th Avenue. A map of existing bicycle and/or pedestrian facilities from the Bike/Ped Assessment GIS database maintained by the CWCOG is included at the end of the chapter (Figure 8-10).

Transportation System Forecasts

This next section of the Transportation and Circulation Element provides forecasts of traffic volume and congestion on streets and highways in the city for the future years of 2025 and 2050. These forecasts are based on a no-build alternative (an assumption that no new streets or highways are built to expand traffic capacity). The forecasts are from the CWCOG Regional Travel Demand Model.

2025 Projected Traffic Volumes and Congestion

Figures 8-11 and 8-12 at the end of the chapter display the forecasted Maximum PM Peak Hour Volume/Capacity and LOS for streets and intersections for 2025. The street segments forecasted to have a volume/capacity of 70% (LOS C) or worse in 2025 are the following.

- State Route 411 (Westside Highway) from City of Kelso city limits heading north towards Castle Rock remains at LOS D.
- 1st Avenue from City of Kelso city limits to Hudson Street remains at LOS C.
- State Route 432 on-ramp from Industrial Way increases from LOS D to LOS E.
- State Route 433 (Lewis and Clark Bridge) remains at LOS E.
- Nichols Boulevard from Tennant Way to Washington Way increases from LOS C to LOS D and all portions north of Washington Way increase to at least LOS C.

- Portions of Fibre Way and a small part of Industrial Way will increase to LOS C.
- Most of Ocean Beach Highway between 24th and 32nd Avenues will increase to LOS C.
- Pacific Avenue between Ocean Beach Highway and 30th Avenue will increase to LOS C or D.

From the standpoint of signalized arterial intersections, the following 3 intersections are forecasted to have significant congestion.

- State Route 432/433 will increase from LOS D to LOS E. It should be noted that the model does not account for at-grade railroad crossing delays. If the model did account for at-grade crossing delays, this intersection might display more congestion in model results and have a higher volume/capacity ratio.
- Washington Way and Ocean Beach Highway will remain at LOS F.
- Washington Way and Nichols Boulevard will increase to LOS C.

2050 Projected Traffic Volumes and Congestion

Figures 8-13 and 8-14 at the end of the chapter display the forecasted Maximum PM Peak Hour Volume/Capacity and LOS for streets and intersections for 2050. The street segments forecasted to have a volume/capacity of 70% (LOS C) or worse in 2050 are the following.

- State Route 411 (Westside Highway) from City of Kelso city limits heading north towards Castle Rock increases to LOS E.
- 1st Avenue from City of Kelso city limits to Hudson Street remains at LOS C, but portions increase to LOS D.
- State Route 432 on-ramp from Industrial Way increases from LOS E to LOS F.
- Most of State Route 432 (Industrial Way) increase to LOS C.
- State Route 432 (Tennant Way) increase to LOS C or LOS E depending on travel direction.
- Most of Tennant Way between State Route 432 and Nichols Boulevard increase to LOS D or LOS E.
- State Route 433 (Lewis and Clark Bridge) remains at LOS E.
- Nichols Boulevard from Tennant Way to Washington Way remains at LOS D and most portions north of Washington Way increase to LOS D.
- Portions of Fibre Way will increase to LOS D.
- Most of Ocean Beach Highway between Triangle Mall and west of 40th Avenue will increase to LOS C, LOS D, or LOS E.
- Pacific Avenue between Ocean Beach Highway and near 36th Avenue will increase to LOS D or E.
- Glenwood and Virginia Streets between Pacific Avenue and Columbia Heights Boulevard will increase to LOS C or LOS D.
- Several portions of Columbia Heights Boulevard will increase to LOS C or LOS D.
- Cascade Way, north of Ocean Beach Highway, will increase to LOS C or LOS D.

From the standpoint of signalized arterial intersections, the following 4 intersections are forecasted to have significant congestion.

- State Route 432/433 will increase from LOS E to LOS F. It should be noted that the model does not account for at-grade railroad crossing delays. If the model did account for at-grade crossing delays, this intersection might display more congestion in model results and have a

higher volume/capacity ratio.

- Washington Way and Ocean Beach Highway will remain at LOS F.
- Washington Way and Nichols Boulevard will increase to LOS D.
- Tennant Way and Nichols Boulevard will increase to LOS C.

Financial Plan

Funding Sources

There are many improvements that will be made to the City of Longview's transportation system in the future. Several funding sources are available to finance needed transportation projects. Possible funding sources exist at the local, state, and federal government level. Every funding source has its own requirements for how it can be used; thus, not every source is available for every project. Below are descriptions of possible funding sources organized by level of government.

City of Longview (local sources)

Three primary types of funding exist at the local level: property, sales, and gas taxes, and the recently established Transportation Benefit District.

Property and sales taxes primarily provide revenue for the City's General Fund to be used for services in most departments. These two types of taxes could possibly be used for transportation projects. The share of the state gas tax shared with local governments is intended to fund transportation improvements and is a critical source of transportation revenue.

The newest funding source of revenue was established by the City of Longview in 2016, the Transportation Benefit District. The Transportation Benefit District is an independent taxing authority authorized in Washington State statutes (RCW 36.73) that can collect revenue to be used to fund specific transportation projects. In Longview the Transportation Benefit District is funded by a $20.00 vehicle license fee paid by all residents. The license fee is collected by the Washington State Department of Licensing when people register, or renew, their vehicle license plate tabs (stickers).

State of Washington (state sources)

There are several discretionary funding sources that are available, most through a competitive application process, from Washington State. A legislative approved earmark for a specific transportation project would not typically be through a discretionary application process. The Washington State Department of Transportation (WSDOT) oversees most discretionary funding opportunities. WSDOT may approve funding for transportation projects from its internal funds or through discretionary grants such as the Pedestrian/Bicycle or Safe Routes to School programs. Other state agencies that provide discretionary funding for cities are the Transportation Improvement Board (TIB), Freight Mobility Strategic Investment Board (FMSIB), or the Washington Traffic Safety Commission.

Federal Government (federal sources)

Several federal government grant programs are available to fund transportation projects. Each program has its own set of eligibility criteria. Both is a list of various federal grant programs.

- National Highway Preservation Program (NHPP)
- Highway Safety Improvement Program (HSIP)
- Surface Transportation Block Grant Program – Bridge Set-Aside (STP-BR)
- Surface Transportation Block Grant Program – Regional (STP)
- Surface Transportation Block Grant Program – Set-Aside [formerly Transportation Alternatives] (TA)

The NHPP, HSIP, and STP-BR programs are managed by WSDOT. The STP and TA programs are managed by the CWCOG and projects are selected for funding based on a competitive ranking and prioritization process. CWCOG manages the STP program for Cowlitz County and the TA program for the Southwest Washington Regional Transportation Planning Organization (SWRTPO). The RTPO is comprised of five counties: Cowlitz, Grays Harbor, Lewis, Pacific, and Wahkiakum.

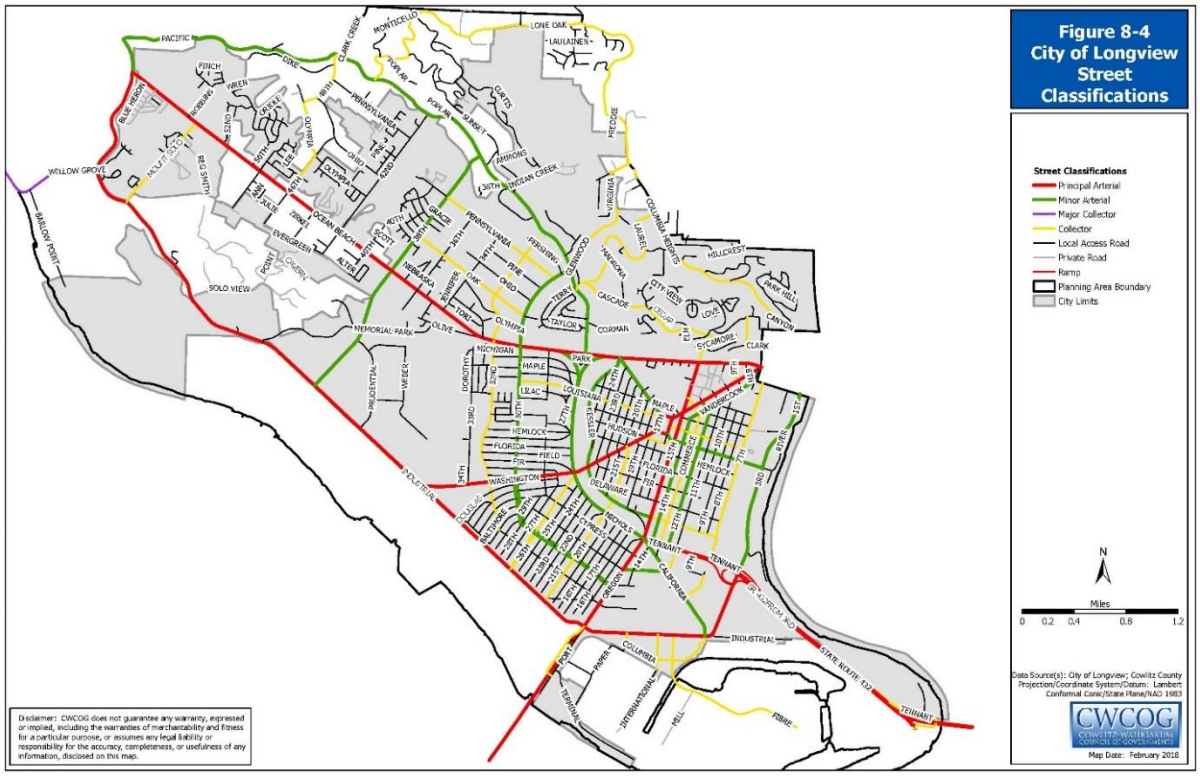
Six-Year Transportation Improvement Program

Once a funding source(s) has been identified for a transportation project it should be incorporated into the City's Six-Year Transportation Improvement Program (TIP). The TIP prioritizes all multi-modal transportation projects with secured or planned funding. As stated earlier, RCW 35.77.010 requires that cities' TIPs be consistent with their adopted comprehensive plans. The requirements for projects that should be listed in the TIP were included earlier under the 'Planning Requirements' section.

The State of Washington has an online database on the Secure Access Washington (SAW) website that allows cities or other local agencies to input and manage all projects on their six-year TIP. This online database also provides an easy way to forward federally funded and/or regionally significant projects with secured funds to CWCOG for approval on the Longview-Kelso-Rainier MPO Metropolitan Transportation Improvement Program (MTIP) and then to be forwarded to WSDOT for inclusion on the Statewide Transportation Improvement Program (STIP).

Transportation and Circulation Element Maps

On the following pages are Figures 8-4 through 8-14, maps showing various components of the City of Longview's Transportation System, as referenced during the discussion on the preceding pages.



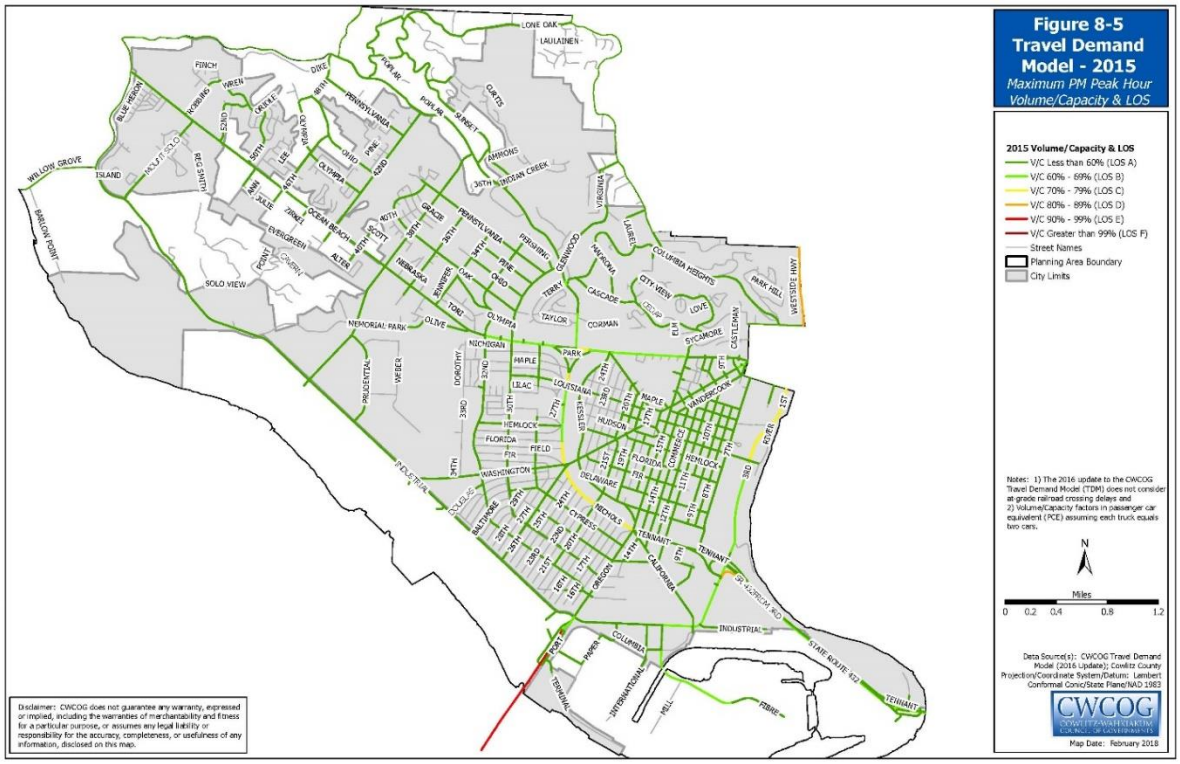


Figure 8-5
Travel Demand Model - 2015
Maximum PM Peak Hour Volume/Capacity & LOS
2015 Volume/Capacity & LOS
V/C Less than 60% (LOS A)
V/C 60% - 69% (LOS B)
V/C 70% - 79% (LOS C)
V/C 80% - 89% (LOS D)
V/C 90% - 99% (LOS E)
V/C Greater than 99% (LOS F)
Street Names
Planning Area Boundary
City Limits
Notes: 1) The 2016 update to the CWCOG Travel Demand Model (TDM) does not consider at-grade railroad crossing delays and 2) Volume/Capacity factors in passenger car equivalent (PCE) assuming each truck equals two cars.
N
Miles
0 0.2 0.4 0.8 1.2
Data Source(s): CWCOG Travel Demand Model (2016 Update); Cowlitz County
Projection/Coordinate System/Datum: Lambert Conformal Conic/State Plane/NAD 1983
CWCOG
Map Date: February 2018
Disclaimer: CWCOG does not guarantee any warranty, expressed or implied, including the warranties of merchantability and fitness for a particular purpose, or assumes any legal liability or responsibility for the accuracy, completeness, or usefulness of any information, disclosed on this map.

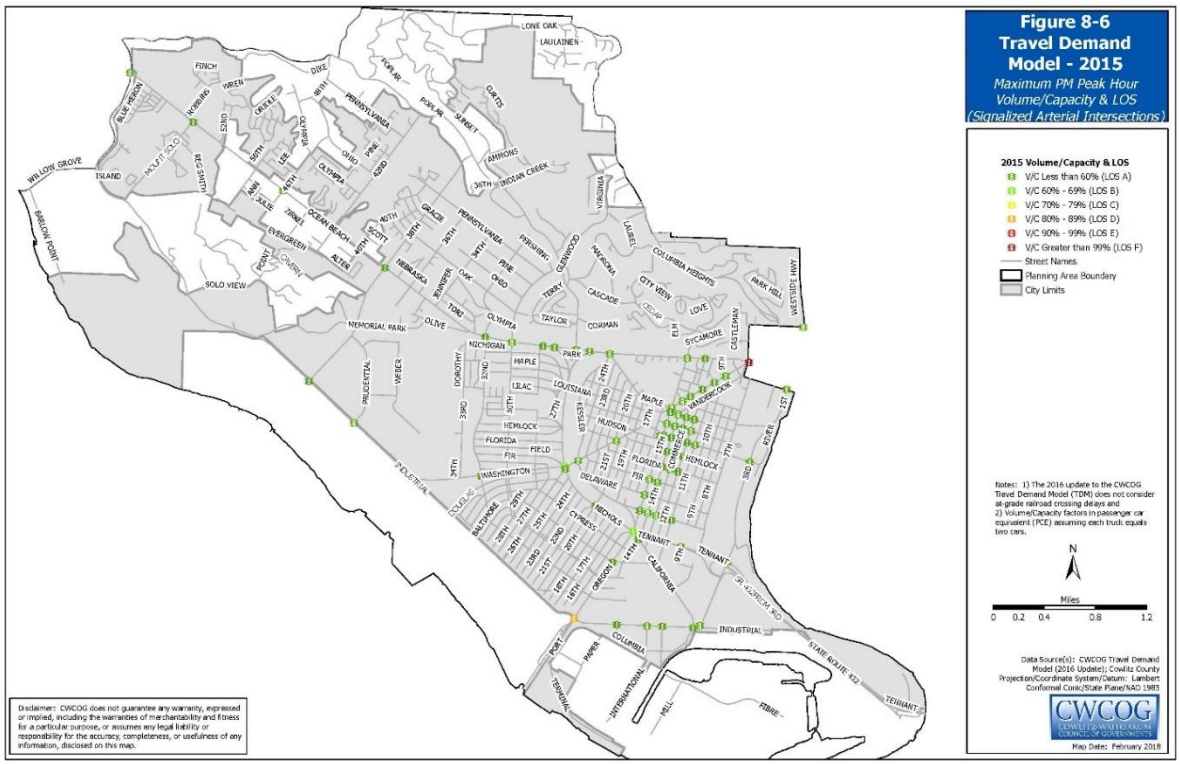


Figure 8-6
Travel Demand Model - 2015
Maximum PM Peak Hour Volume/Capacity & LOS
(Signalized Arterial Intersections)
2015 Volume/Capacity & LOS
V/C Less than 60% (LOS A)
V/C 60% - 69% (LOS B)
V/C 70% - 79% (LOS C)
V/C 80% - 89% (LOS D)
V/C 90% - 99% (LOS E)
V/C Greater than 99% (LOS F)
Street Names
Planning Area Boundary
City Limits
Notes: 1) The 2016 update to the CWCOG Travel Demand Model (TDM) does not consider at-grade railroad crossing delays and 2) Volume/Capacity factors in passenger car equivalent (PCE) assuming each truck equals two cars.
N
Miles
0 0.2 0.4 0.8 1.2
Data Source(s): CWCOG Travel Demand Model (2016 Update); Cowlitz County
Projection/Coordinate System/Datum: Lambert Conformal Conic/State Plane/NAD 1983
CWCOG
Map Date: February 2018
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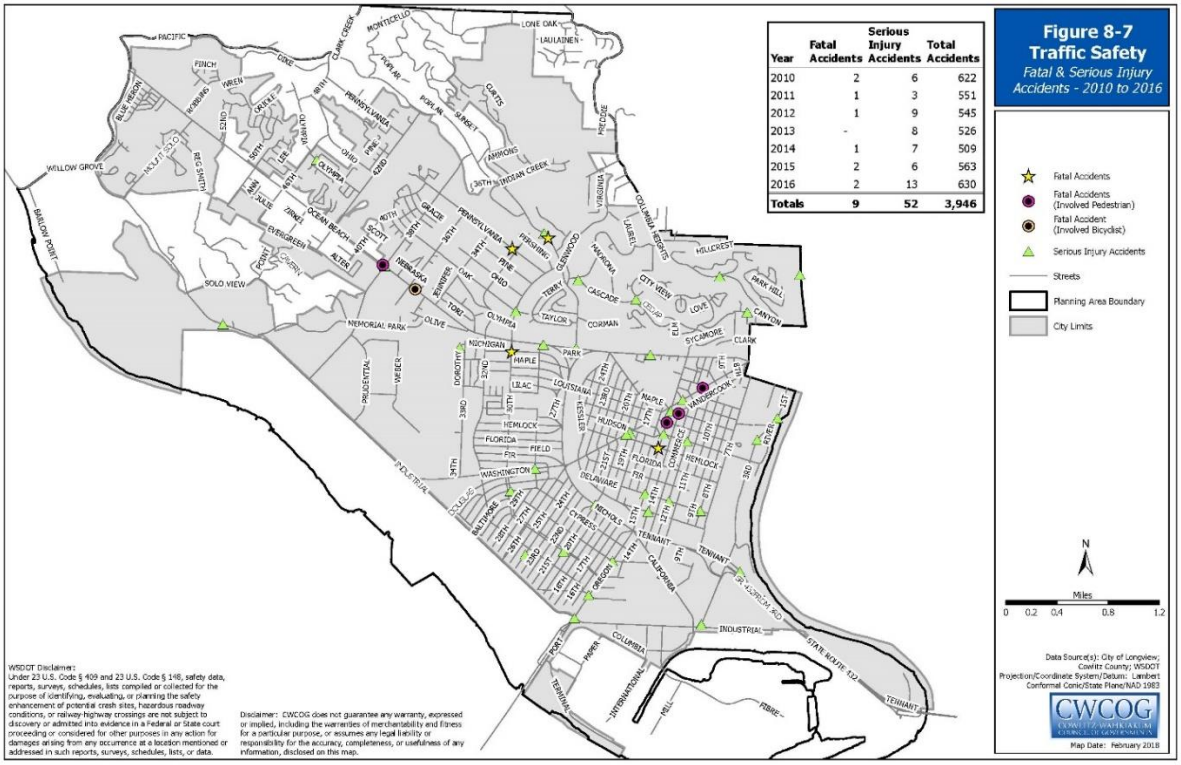
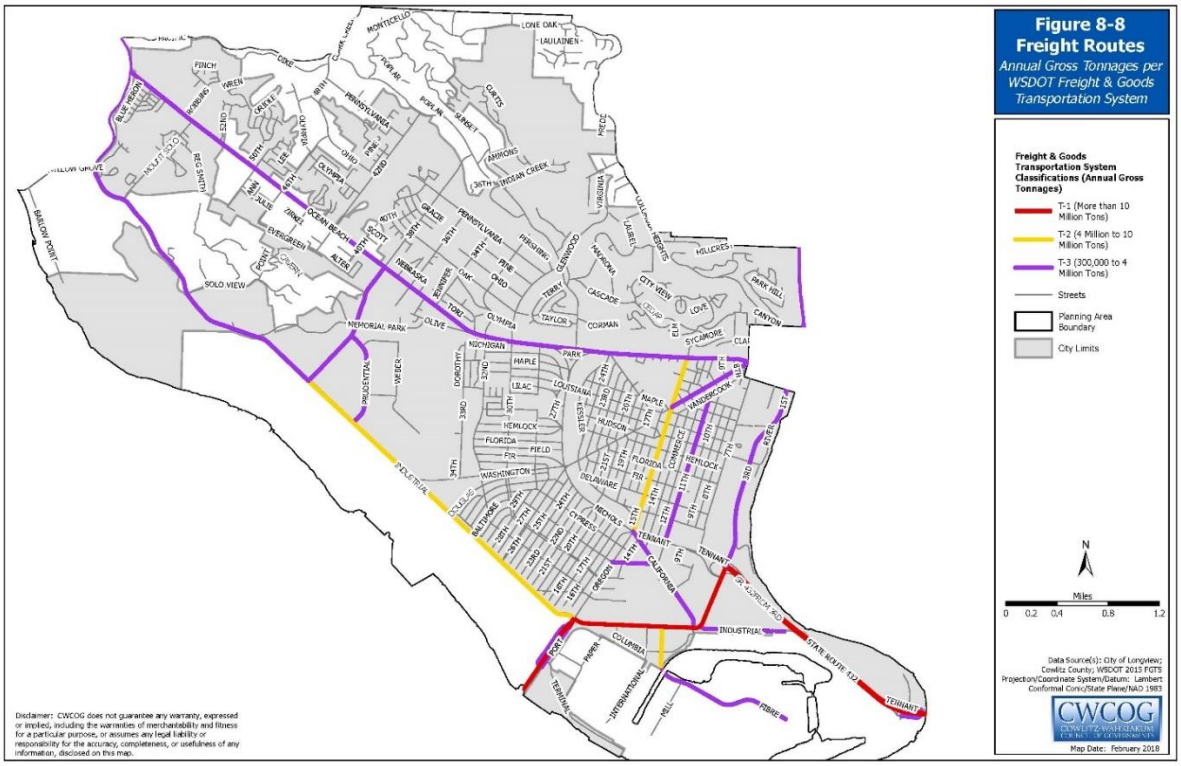


Year	Fatal Accidents	Serious Injury Accidents	Total Accidents
2010	2	6	622
2011	1	3	551
2012	1	9	545
2013	-	8	526
2014	1	7	509
2015	2	6	563
2016	2	13	630
Totals	**9**	**52**	**3,946**



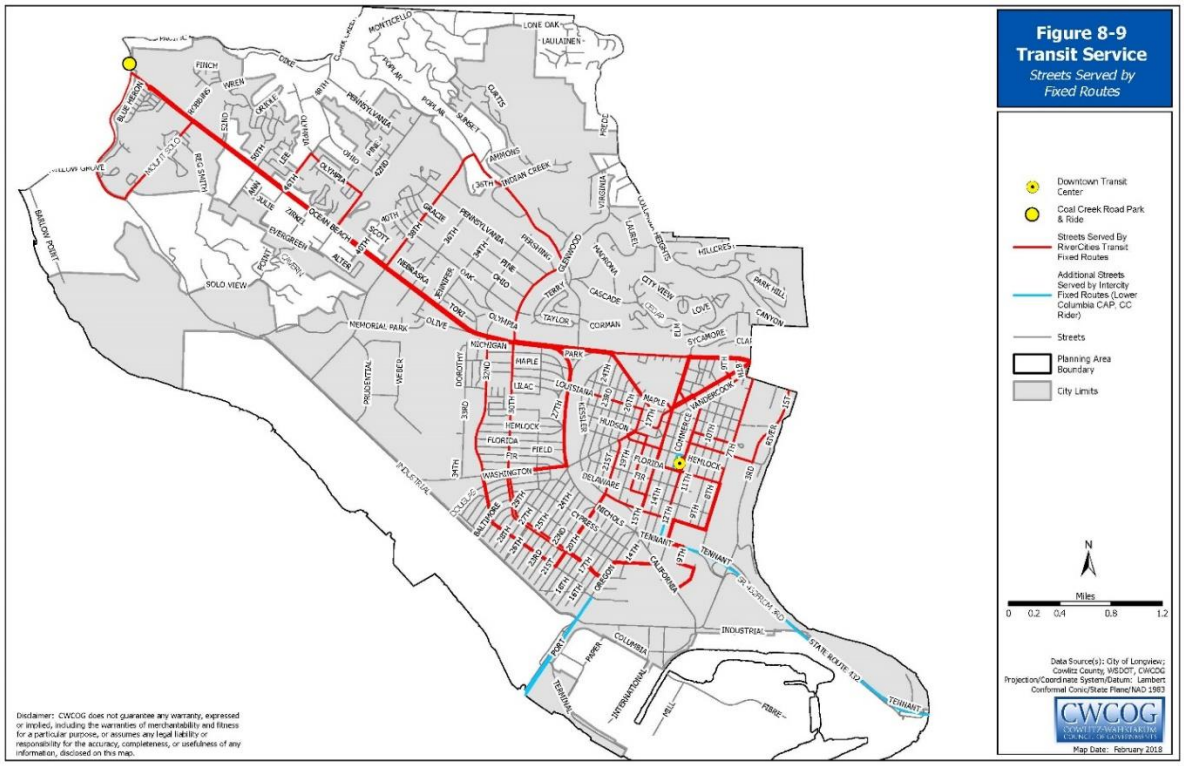


Figure 8-9
Transit Service
Streets Served by Fixed Routes
Downtown Transit Center
Coal Creek Road Park & Ride
Streets Served By RiverCities Transit Fixed Routes
Additional Streets Served by Intercity Fixed Routes (Lower Columbia CAP, CC Rider)
Streets
Planning Area Boundary
City Limits
N
Miles
0 0.2 0.4 0.8 1.2
Data Source(s): City of Longview; Cowlitz County; WSDOT, CWCOG
Projection/Coordinate System/Datum: Lambert Conformal Conic/State Plane/NAD 1983
CWCOG
Map Date: February 2018
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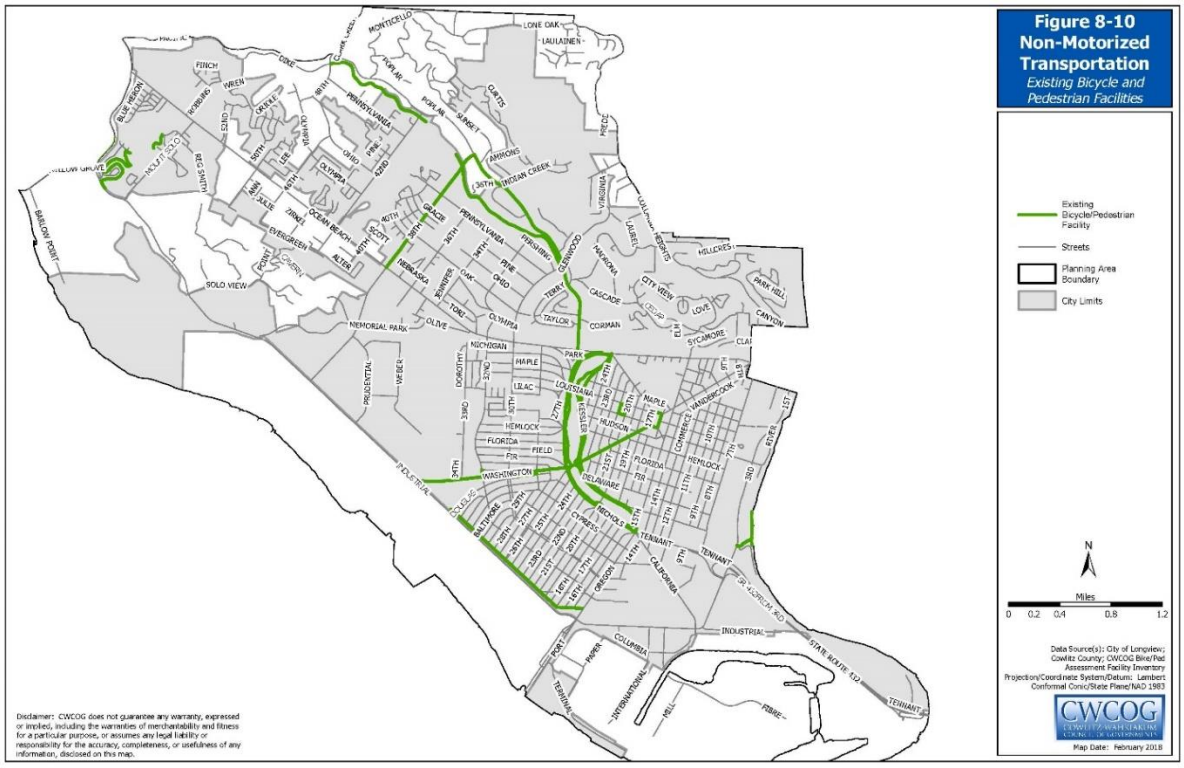
Figure 8-10
Non-Motorized Transportation
Existing Bicycle and Pedestrian Facilities
Existing Bicycle/Pedestrian Facility
Streets
Planning Area Boundary
City Limits
N
Miles
0 0.2 0.4 0.8 1.2
Data Source(s): City of Longview; Cowlitz County; CWCOG Bike/Ped Assessment Facility Inventory
Projection/Coordinate System/Datum: Lambert Conformal Conic/State Plane/NAD 1983
CWCOG
Map Date: February 2018
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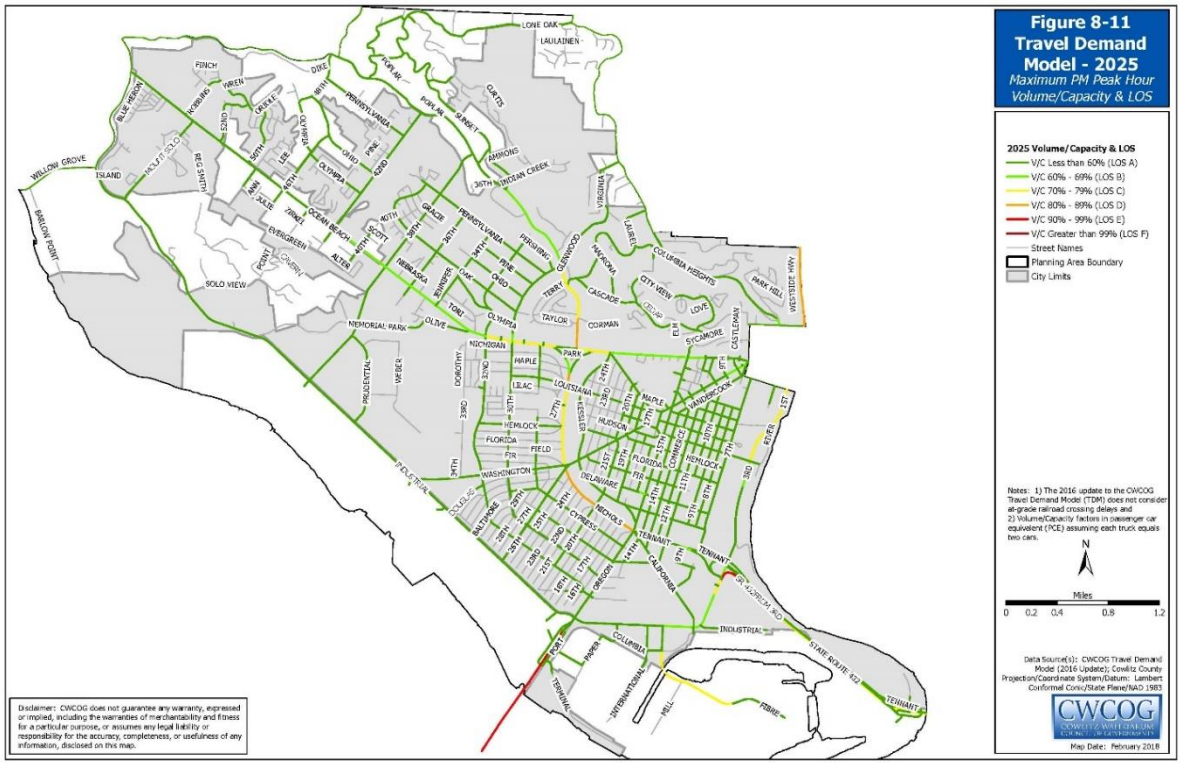
Figure 8-11
Travel Demand Model - 2025
Maximum PM Peak Hour Volume/Capacity & LOS
2025 Volume/Capacity & LOS
V/C Less than 60% (LOS A)
V/C 60% - 69% (LOS B)
V/C 70% - 79% (LOS C)
V/C 80% - 89% (LOS D)
V/C 90% - 99% (LOS E)
V/C Greater than 99% (LOS F)
Street Names
Planning Area Boundary
City Limits
Notes: 1) The 2016 update to the CWCOG Travel Demand Model (TDM) does not consider at-grade railroad crossing delays and 2) Volume/Capacity factors in passenger car equivalent (PCE) assuming each truck equals two cars.
N
Miles
0 0.2 0.4 0.8 1.2
Data Source(s): CWCOG Travel Demand Model (2016 Update); Cowlitz County
Projection/Coordinate System/Datum: Lambert Conformal Conic/State Plane/NAD 1983
CWCOG
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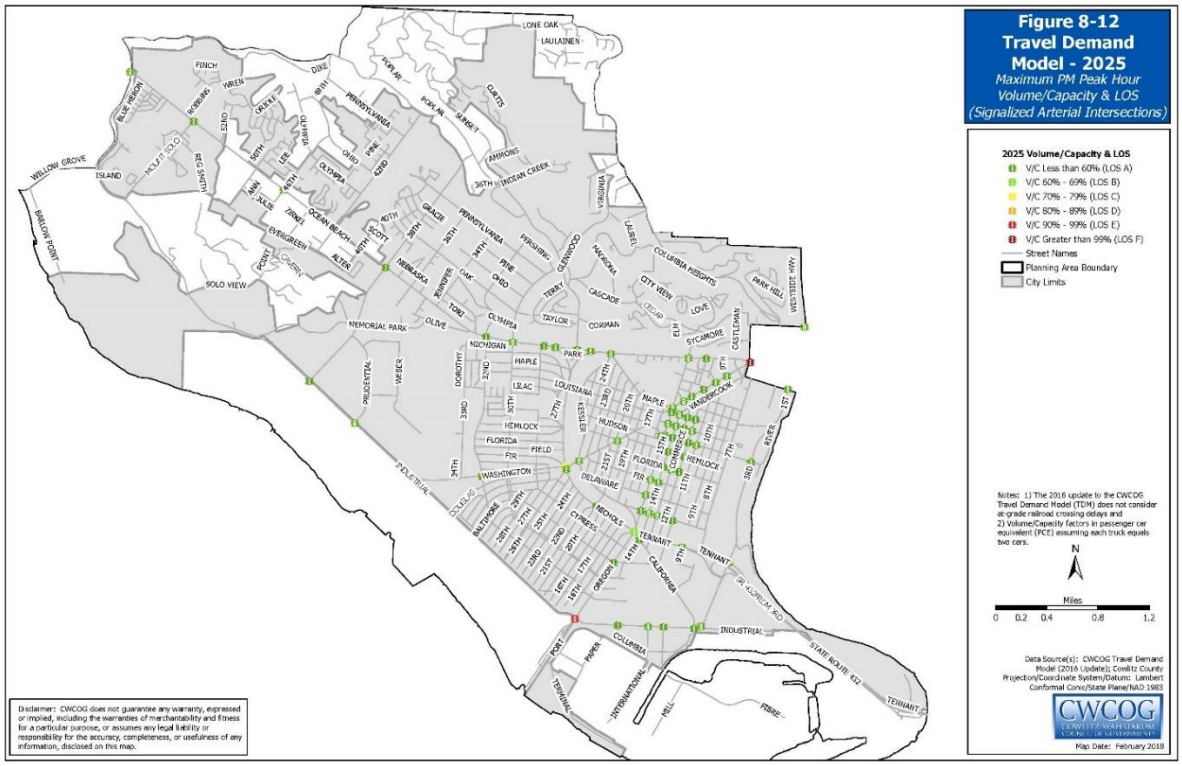
Figure 8-12
Travel Demand Model - 2025
Maximum PM Peak Hour Volume/Capacity & LOS
(Signalized Arterial Intersections)
2025 Volume/Capacity & LOS
V/C Less than 60% (LOS A)
V/C 60% - 69% (LOS B)
V/C 70% - 79% (LOS C)
V/C 80% - 89% (LOS D)
V/C 90% - 99% (LOS E)
V/C Greater than 99% (LOS F)
Street Names
Planning Area Boundary
City Limits
Notes: 1) The 2016 update to the CWCOG Travel Demand Model (TDM) does not consider at-grade railroad crossing delays and 2) Volume/Capacity factors in passenger car equivalent (PCE) assuming each truck equals two cars.
N
Miles
0 0.2 0.4 0.8 1.2
Data Source(s): CWCOG Travel Demand Model (2016 Update); Cowlitz County
Projection/Coordinate System/Datum: Lambert Conformal Conic/State Plane/NAD 1983
CWCOG
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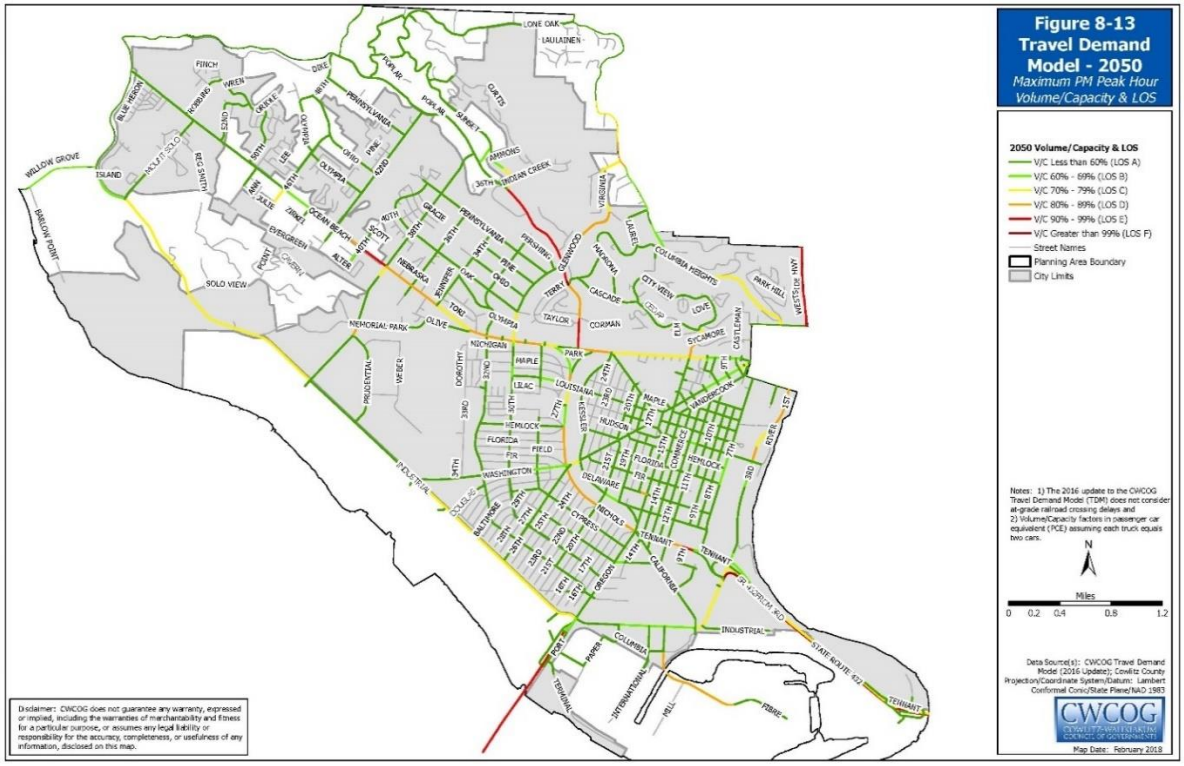
Figure 8-13
Travel Demand Model - 2050
Maximum PM Peak Hour Volume/Capacity & LOS
2050 Volume/Capacity & LOS
V/C Less than 60% (LOS A)
V/C 60% - 69% (LOS B)
V/C 70% - 79% (LOS C)
V/C 80% - 89% (LOS D)
V/C 90% - 99% (LOS E)
V/C Greater than 99% (LOS F)
Street Names
Planning Area Boundary
City Limits
Notes: 1) The 2016 update to the CWCOG Travel Demand Model (TDM) does not consider at-grade railroad crossing delays and 2) Volume/Capacity factors in passenger car equivalent (PCE) assuming each truck equals two cars.
N
Miles
0 0.2 0.4 0.8 1.2
Data Source(s): CWCOG Travel Demand Model (2016 Update); Cowlitz County
Projection/Coordinate System/Datum: Lambert Conformal Conic/State Plane/NAD 1983
CWCOG
COWLITZ-WAHKIAKUM COUNCIL OF GOVERNMENTS
Map Date: February 2018
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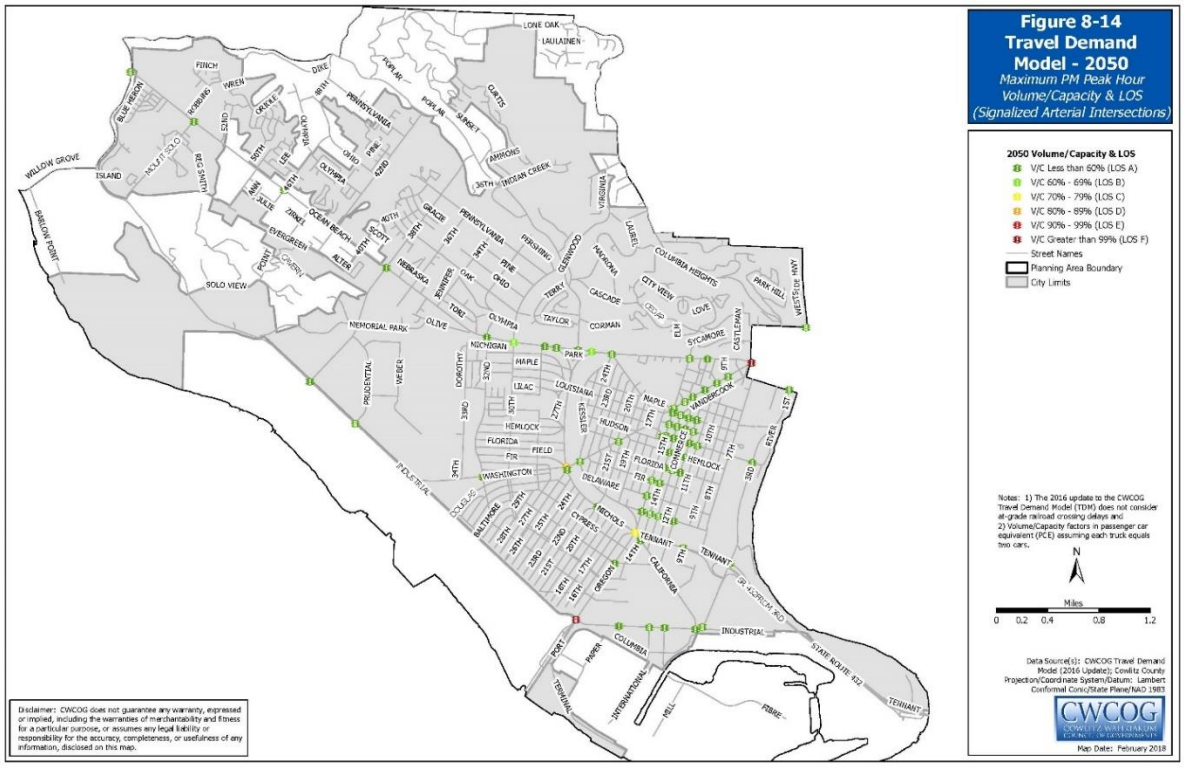
Figure 8-14
Travel Demand Model - 2050
Maximum PM Peak Hour Volume/Capacity & LOS (Signalized Arterial Intersections)
2050 Volume/Capacity & LOS
V/C Less than 60% (LOS A)
V/C 60% - 69% (LOS B)
V/C 70% - 79% (LOS C)
V/C 80% - 89% (LOS D)
V/C 90% - 99% (LOS E)
V/C Greater than 99% (LOS F)
Street Names
Planning Area Boundary
City Limits
Notes: 1) The 2016 update to the CWCOG Travel Demand Model (TDM) does not consider at-grade railroad crossing delays and 2) Volume/Capacity factors in passenger car equivalent (PCE) assuming each truck equals two cars.
N
Miles
0 0.2 0.4 0.8 1.2
Data Source(s): CWCOG Travel Demand Model (2016 Update); Cowlitz County
Projection/Coordinate System/Datum: Lambert Conformal Conic/State Plane/NAD 1983
CWCOG
COWLITZ-WAHKIAKUM COUNCIL OF GOVERNMENTS
Map Date: February 2018
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Transportation Goals, Objectives, and Policies

Overall

Goal TR-A Provide a convenient, safe, and efficient multi-modal transportation system that promotes the mobility of people and goods within and through Longview.

Multi-Modal Transportation

Goal TR-B Provide a multi-modal transportation network that supports the planned land-use classifications.

Objective TR-B.1 By the end of 2009, consistent with Objective LU-B.2, evaluate and amend, as needed, development regulations to ensure that planning project approval is consistent with transportation goals, objectives, and policies.

Objective TR-B.2 Identify long-term deficiencies for inclusion in the Metropolitan Planning Organization's Metropolitan Transportation Plan.

- **Policy TR-B.2.1** Provide connectivity for convenient multi-modal access.
- **Policy TR-B.2.2** Develop neighborhood and local connections to provide adequate circulation into and out of neighborhoods.
- **Policy TR-B.2.3** Develop an east-west alternative route to relieve congestion on Ocean Beach Highway.
- **Policy TR-B.2.4** Provide a safe and accessible pedestrian and bicycle system that includes shared roadways, multi-modal pathways, and sidewalks.
- **Policy TR-B.2.5** Continue to work closely with the Cowlitz Transit Authority to improve River Cities Transit service.
- **Policy TR-B.2.6** Improve pedestrian links to transit stops and urban area activity centers.
- **Policy TR-B.2.7** Remove barriers to transportation by supporting safe access to transit.
- **Policy TR-B.2.8** Encourage growth in areas with existing or planned transportation infrastructure capacity.
- **Policy TR-B.2.9** Enhance policies allowing new development to support multiple modes of transportation such as public transit, pedestrians, and bicyclists.
- **Policy TR-B.2.10** Consider development of park-and-ride facilities for area commuters.
- **Policy TR-B.2.11** Incorporate transit-supportive and pedestrian-friendly design features in new development through the permit review process.
- **Policy TR-B.2.12** Integrate land-use and transportation decisions through City permitting and environmental review processes to ensure that the transportation network

supports the land-use vision.

Freight and Goods Movement

Goal TR-C Provide for the efficient movement of goods and services.

Objective TR-C.1 Develop a citywide truck route network that best serves the needs of industrial and commercial users as well as the comprehensive plan land-use designations associated with future growth.

- **Policy TR-C.1.1** Work closely with Port of Longview, local industry, and rail operators to expand truck and rail service as appropriate to support continuing economic development activities.
- **Policy TR-C.1.2** Support an integrated freight transportation network and promote connectivity between the highway, rail, and marine modes.
- **Policy TR-C.1.3** Treat existing rail and air transportation facilities as regional resources and allow for their needs in land-use decisions.
- **Policy TR-C.1.4** Seek to eliminate congestion conflicts caused by at-grade rail crossings, especially along SR 432 and Oregon Way.

Safety and Livability

Goal TR-D Design and construct safe transportation facilities that enhance the livability of Longview.

Objective TR-D.1 By 2020 develop boulevard plans for Washington Way and 15th Avenue.

- **Policy TR-D.1.1** Develop traffic calming design standards that encourage appropriate traffic volumes and speeds, and pedestrian safety.
- **Policy TR-D.1.2** Encourage neighborhood/community involvement in localized transportation planning decisions such as boulevard plans, traffic calming, and local street standards.

Objective TR-D.2 Improve traffic safety through a comprehensive program of engineering, education, and enforcement.

- **Policy TR-D.2.1** Identify specific safety priorities through the biennial budget process including, but not limited to, the following: addressing high-collision locations within the city; working cooperatively with police and fire departments to create a traffic calming program, including designating and periodically updating primary and secondary emergency response routes; and coordinating with schools and the community to designate pedestrian and bicycle routes between residential areas, schools, neighborhood centers, and public facilities such as parks and playfields.
- **Policy TR-D.2.2** Maintain a functional classification system that manages access in a way that supports designated land uses.

Policy TR-D.2.3 Ensure that adequate access for emergency services vehicles is provided throughout the city.

Policy TR-D.2.4 Maintain the transportation network at a level that preserves user safety, facility aesthetics, and the overall integrity of the network.

Policy TR-D.2.5 Maintain the livability of Longview through proper locations and design of transportation facilities.

Policy TR-D.2.6 Consider issues that impact access, safety, and livability in the design, and reconstruction of arterial streets adjacent to residential development.

Policy TR-D.2.7 Protect neighborhoods from excessive through traffic and travel speeds, to the extent possible, while providing adequate access to and from residential areas.

Policy TR-D.2.8 Ensure that new commercial and industrial developments identify traffic plans for residential streets where increased cut-through traffic may occur due to proposed development.

Policy TR-D.2.9 Continue to develop trail systems that provide connectivity and easy access for attractive alternatives for pedestrians and bicyclists to access work, shopping and needed services as opposed to high-speed, high-volume vehicle corridors.

Policy TR-D.2.10 Look for opportunities to locate multi-modal paths where they can be safely designed to address pedestrian and bicycle safety.

Policy TR-D.2.11 Pursue grant opportunities for pedestrian, bicycle, and trail enhancement.

Policy TR-D.2.12 Provide for Americans with Disabilities Act (ADA) upgrades and future design requirements that remove barriers to mobility.

Performance and Coordination

Goal TR-E

Create an efficient regional and local transportation system that supports planned land uses and manages congestion.

Objective TR-E.1

Update City regulations by December 2020 to include level of service standards.

Policy TR-E.1.1 Strive to maintain an overall LOS consistent with the MPO area standard of LOS D or better for urban area arterials.

Objective TR-E.2

Support using technology upgrades to maximize the efficiency of the transportation system

Policy TR-E.2.1 As needed to support adequate circulation and within legal bounds, secure new public rights of way via property dedication as part of the development permit process.

Policy TR-E.2.2 Work within the MPO to maintain and support ITS Architecture to support efficient freight and other vehicle movement.

Environmental

Goal TR-F

Minimize the impacts of the transportation system on the environment.

Policy TR-F.1.1 Plan for combinations of land uses that strategically reduce impacts to the environment by decreasing dependency on automobiles and increasing the opportunity for use of alternative transportation modes.

Policy TR-F.1.2 Locate and design transportation facilities to have the lowest level of impact on the environment and the highest level of mobility and connectivity for public use.

Policy TR-F.1.3 Implement best management practices to ensure that maintenance practices are sensitive to the environment.

Regional Coordination

Goal TR-G

Participate in and influence planning priorities and decisions in the metropolitan and regional transportation planning regions.

Objective TR-G.1 Through ongoing membership in the Cowlitz-Wahkiakum Council of Governments (CWCOG) MPO, coordinate with the City of Kelso, Cowlitz County, Port of Longview, Cowlitz Transit Authority, and Washington State Department of Transportation (WSDOT) in planning regional transportation network improvements for all modes.

Goal TR-H

Coordinate transportation projects and policy issues with all affected governmental units, including such things as:

- Work with urban area agencies to encourage adequate funding of transportation facilities supported in the Metropolitan Transportation Plan.
- Participate in regional technical committees as appropriate.
- Where appropriate, support cooperative approaches between area agencies to realize cost efficiencies.

Financing

Goal TR-I

Leverage local and private sector transportation-related revenue to maximize state and federal programs that fund transportation improvements.

Policy TR-I.1.1 Fund capacity travel reliability and safety improvements through a variety of funding sources.

Policy TR-I.1.2 Maintain a Six-Year Transportation Improvement Program (TIP) and Capital Improvement Plan (CIP).

Policy TR-I.1.3 Update the transportation budget no less frequently than biennially in conjunction with the City's budget.

Policy TR-I.1.4 Provide for maintenance of the capital investment in transportation facilities through continuation of the pavement management system to ensure cost-effective maintenance of transportation facilities and efficient use of public funds.

Policy TR-I.1.5 Continue using the local improvement district (LID) program to fund improvements to the remaining unpaved alleys in the city.

Policy TR-I.1.6 Ensure that the cost of any transportation infrastructure necessary to serve or mitigate the impacts of new development are borne by the developer.

Policy TR-I.1.7 Seek out state and federal grant opportunities for projects.

Chapter 9. Historic Preservation

Introduction

This chapter is intended to:

- Coordinate and direct the protection of sites, objects, and buildings central to Longview's founding;
- Provide for coordinated protection of sites 50 years or older with architectural, cultural, historical, and/or community heritage; and
- Bring together basic concepts and components to preserve and restore our historic heritage, which is a key link to city values, promotion, livability, tourism, downtown revitalization, neighborhood pride, and economic vitality.

Historic Context

The Cowlitz Indian Tribe, members of the Chinook Indian Nation, occupied the area where Longview is now located prior to white explorers' arrival. The Cowlitz Valley was among the records of Lewis and Clark, who camped at the mouth of what they called the "Cow-elis-kee" River. Lewis and Clark called the Cowlitz people the "Skillutes," (or "Skilloots," as some sources spell it) in their earliest historical notations of the Lower Cowlitz, recorded as transient visitors to Fort Clatsop in 1805-06; but the tribe's earliest "home territory" encounters appear to have started with fur traders who began arriving in 1811.[42]

Exposure to the diseases that accompanied whites' entrance into the region (called at the time "Gray Fever," but thought to be influenza or smallpox) wiped out all but about 500 of the Cowlitz population during 1829-30. Longview was the location of the tribe's *memaloose illahee* (cemetery), where it practiced above-ground burial of its deceased on a rock feature that stood along the Columbia River shoreline that is, today, Longview's industrial waterfront. Named "Mount Coffin" in 1792 by Lieutenant William Robert Broughton of George Vancouver's expedition, the burial site reportedly contained canoes bearing the bodies of tribal members wrapped in blankets, along with personal effects such as jewelry, clothes, blankets, baskets, weapons, and tools. In 1841, the burial canoes were accidentally destroyed by a member of the Navy and U.S. Exploring Expedition while using Mount Coffin as a point from which to make astronomical observations, when his campfire set them ablaze.[43] Numerous other explorers and settlers recorded observations about the site during the 1800s.

Insensitive to the import of the tribal burial grounds, Longview's earlier generations dynamited and quarried the promontory over a 40-year period beginning around the time the Weyerhaeuser mill was built.[44] The Longview Daily News and Cowlitz Historical Society erected a memorial marker at the site in 1955. The Cowlitz Tribe of Indians was not officially recognized by the federal government

[42] Irwin, Judith. <http://www.cowlitz.org/index.php/38-history>. Accessed November 27, 2017. Irwin's work, hosted by this official tribal website, offers a much more expansive history focused on the tribe, its culture, and its traditional products.
[43] <http://www.historylink.org/index.cfm?DisplayPage=output.cfmandfile_id=7482>. Accessed November 27, 2017.
[44] <https://en.wikipedia.org/wiki/Mount_Coffin>. Accessed November 27, 2017. Sources vary as to when the promontory was destroyed; some say 1924, but the historic plaque states "1922-1954" which is more in keeping with a quarry operation.

until 2000. Five years later, tribal members conducted a sanctification ceremony near the former Mount Coffin site.[45] Today, the tribe's administrative offices are located in downtown Longview.

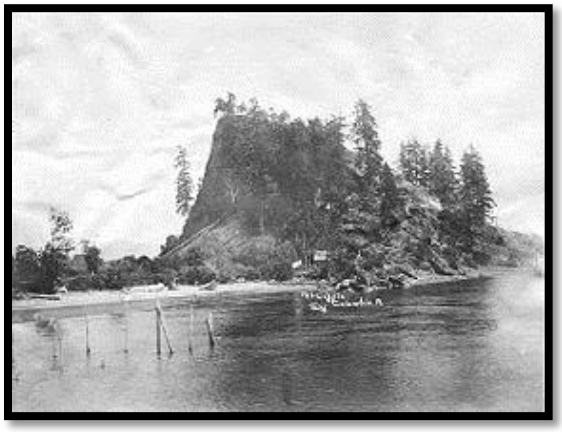


Figure 9-1. Mount Coffin in 1900
(Source: Wikipedia)

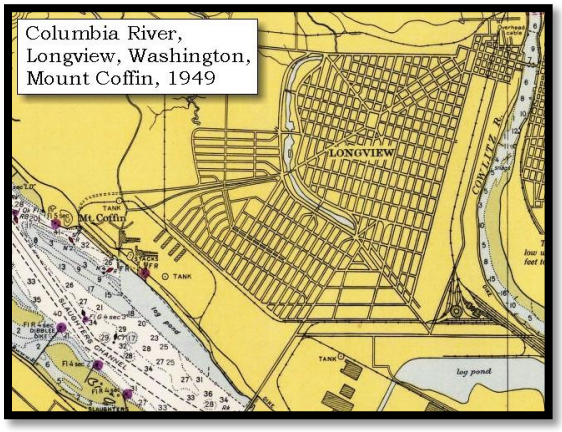


Figure 9-2. Mount Coffin Location
(Source: United States Geological Survey)

Following the explorers and missionaries, Hudson's Bay Company employees arrived. The first party of pioneers paddled up the river in 1849, filed claims on land that would be bought by Long-Bell Lumber Company, and established a trading post near the spot where Lewis and Clark had camped. The settlement, named "Monticello" in honor of Thomas Jefferson's Virginia estate, was the site of the 1852 Monticello Convention, where leading citizens of the portion of the Oregon Territory lying north of the Columbia met to petition Congress for separation, finally persuading Congress to create the Washington Territory in 1853. The Washington Territorial Legislature formed Cowlitz County on April 21, 1854[46], and Monticello became the first county seat. It grew as a transportation stop between Vancouver and the Puget Sound area when the most efficient means of travel was by boat. In 1867, most of Monticello was destroyed by a major flood, and by the 1880s almost nothing remained of the town site.[47] The Monticello Convention is memorialized today by a sign visible from State Route 432.[48]

[45] "Cowlitz Sanctify Coffin Rock." *The Daily News*, October 17, 2005.
[46] <http://www.historylink.org/index.cfm?DisplayPage=output.cfmandfile_id=7482>. Accessed November 27, 2017.
[47] <https://www.sos.wa.gov/legacy/cities_detail.aspx?i=40>. Accessed November 27, 2017.
[48] <http://www.columbiariverimages.com/Regions/Places/longview_kelso.html>. Accessed November 27, 2017.

Figure 9-3. Historic Monticello Sign
(Source: Waymarking.com)

Besides Monticello, Freeport is the other historic community located in present-day Longview. It was named by Nathaniel Stone, who had a Donation Land Claim (DLC) on the site, after his hometown of Freeport, Indiana. Freeport became Cowlitz County's second county seat in 1866.

The development of Longview as we know it today began after eastern timber barons began buying up lands in the new territories. Longview is a planned city born out of the City Beautiful movement and R.A. Long's vision as its founder. As chairman of Long-Bell Lumber Company, Long envisioned this new city to be not just a factory town to house its workers but a permanent and model city. He assembled a team of nationally recognized city planners directed by his close personal friend, J.C. Nichols. Nichols chose George Kessler, after whom Kessler Boulevard and Kessler Elementary School were named, to assist. Kessler was a city planner noted for his contributions to Kansas City, Mexico City, and the 1904 St. Louis Exposition. The landscape architecture and planning firm of Hare and Hare and architecture firm Hoit, Price and Barnes, both of Kansas City, were also hired. Together they drafted the actual plan and plats for the new city.

Longview's heritage is directly tied to R.A. Long and the work of his planners and engineers, which remains in many of Longview's buildings, street patterns, boulevards, and parks, including the library, Monticello Hotel, civic center, Columbia Theatre, churches, downtown buildings, individual neighborhoods, and public works infrastructure we have today. In speaking at Long's funeral in 1934, J.C. Nichols called Longview's schools, hospitals, parks, playgrounds, and churches Long's gifts to his employees.[49]

[49] <http://shs.umsystem.edu/manuscripts/kansascity/nichols/JCN026.pdf>. Accessed November 27, 2017.

Figure 9-4. R.A. Long's Planned City of Longview (1926)
(Source: City of Longview)

Naming the new city was problematic. Longview was Long's first choice among names such as Long-Bell and Longport – all options featuring his surname – but there was already a Long View, Washington, so the then-Post Office Department rejected the planners' application. Long-Bell representatives convinced the three families of Long View, described as "a desolate flag stop on the Spokane, Portland and Seattle Railroad," to change its name.[50]

The City of Longview was dedicated and the Monticello Hotel opened on July 14, 1923. The final Longview plans were implemented in a flurry of construction between 1922 and 1927.

Long, Kessler, and the Hare father-and-son team[51] also tie our Longview to Lee's Summit, Missouri, where they worked on and, even after Washington's Longview began developing, Long resided at his large personal retreat called Longview Farm. About 325 acres of the farm and a handful of its historic buildings remain; in recent decades, it was replatted into a development known as New Longview.[52] This connection back in time explains why, today, an internet search for "Longview" frequently turns up information about the Missouri property. The R.A. Long Historical Society[53], operated out of Olathe, Kansas, maintains an online history of Long's life including Long-Bell Lumber and the building of Longview, Washington.

Assessment of Historic Preservation Needs

Existing Data

[50] <http://www.historylink.org/index.cfm?DisplayPage=output.cfmandfile_id=7482>. Accessed November 27, 2017.
[51] Worley, William S. "A Legacy to a City: Kansas City Architects George Kessler, Henry Wright, and Sid and Herbert Hare." *Kansas History*, Autumn 1997, pp. 192-205; at <https://www.kshs.org/publicat/history/1997autumn_worley.pdf>. Accessed November 27, 2017.
[52] "Longview Farm Introduction and Overview." *Archives of Kansas City* at <http://archkc.com/2011/11/longview-farm-introduction-and-overview/>. Accessed November 27, 2017.
[53] <http://www.ralonghistoricalsociety.org/>. Accessed November 27, 2017.

Longview's inventoried and designated historic places may be viewed on the Washington Information System for Architectural and Archeological Records (WISAARD) at <https://fortress.wa.gov/dahp/wisaardp3/>.

There are a great many more inventoried properties than those that are listed; full inventories are available in the Community Development Department, and some are available at the Longview Public Library. They may also be viewed on the interactive WISAARD map.

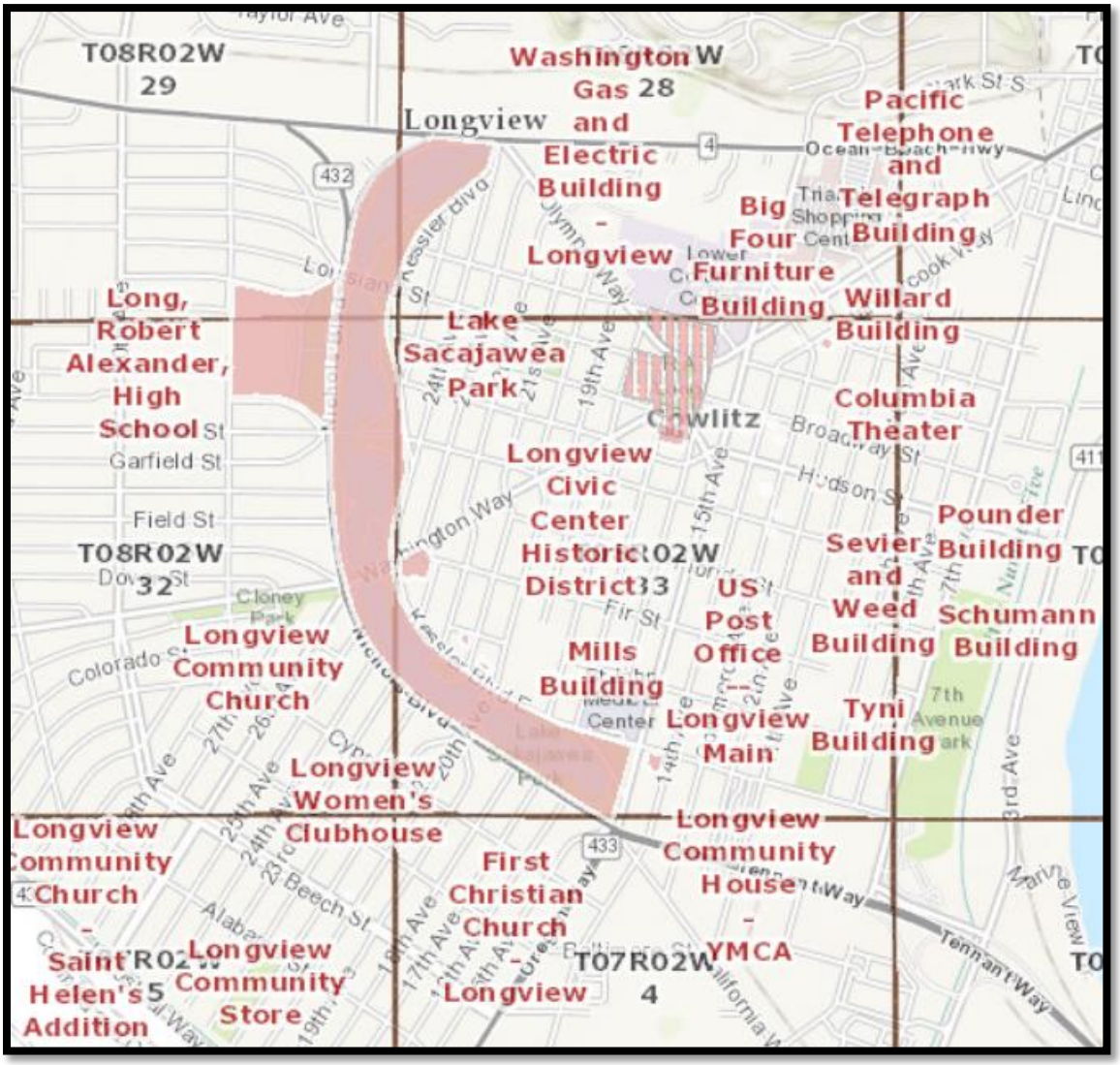
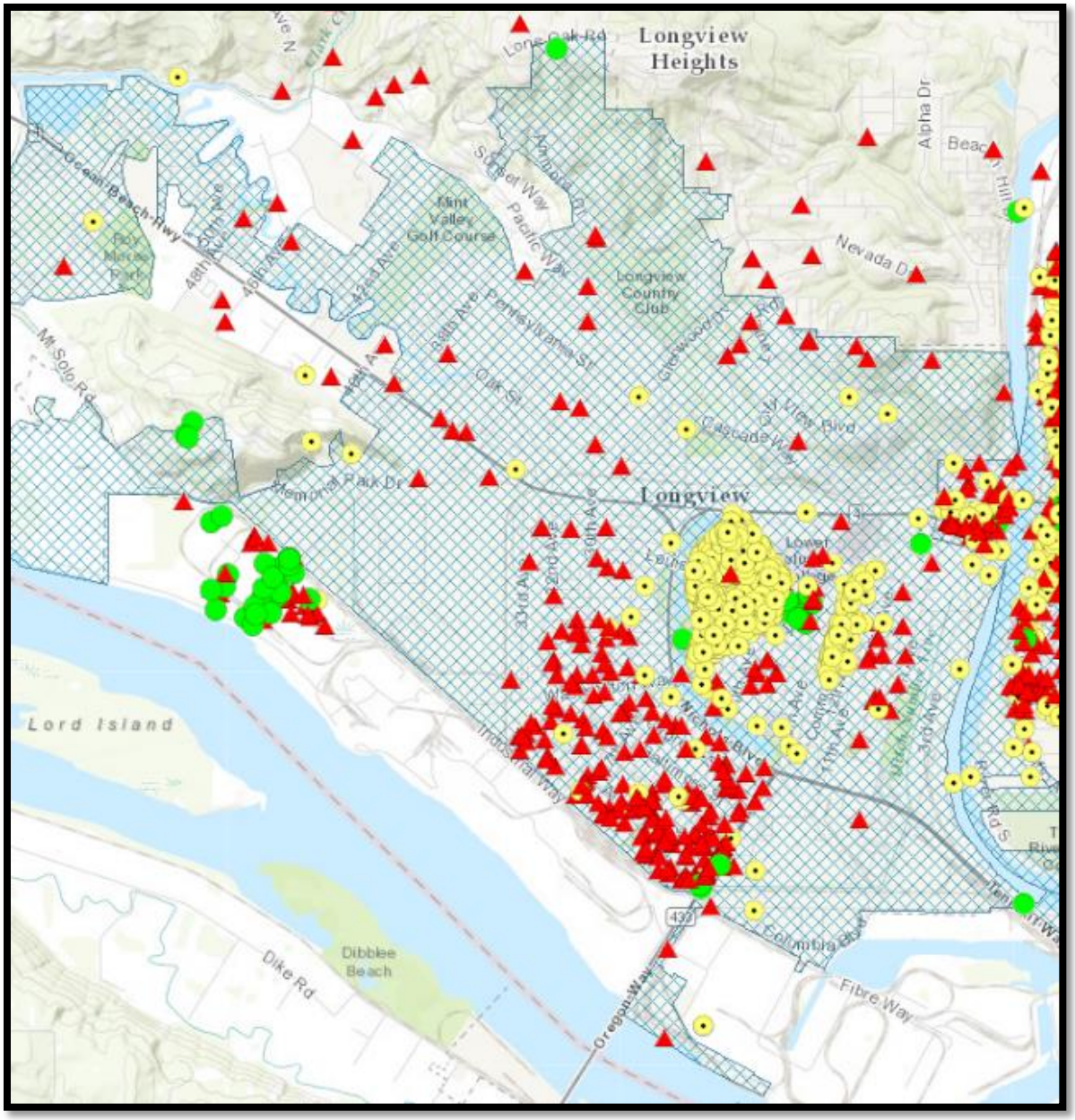


Figure 9-5. Designated Longview Historic Sites[54]
(Source: WISAARD 10-2017)

[54] Not all sites are labeled but may be viewed by scoping in on the interactive WISAARD map at the link included.



Determined Eligible

Determined Not Eligible

No Determination

Figure 9-6. Inventoried Longview Historic Properties and Sites
(Source: WISAARD 10-2017)

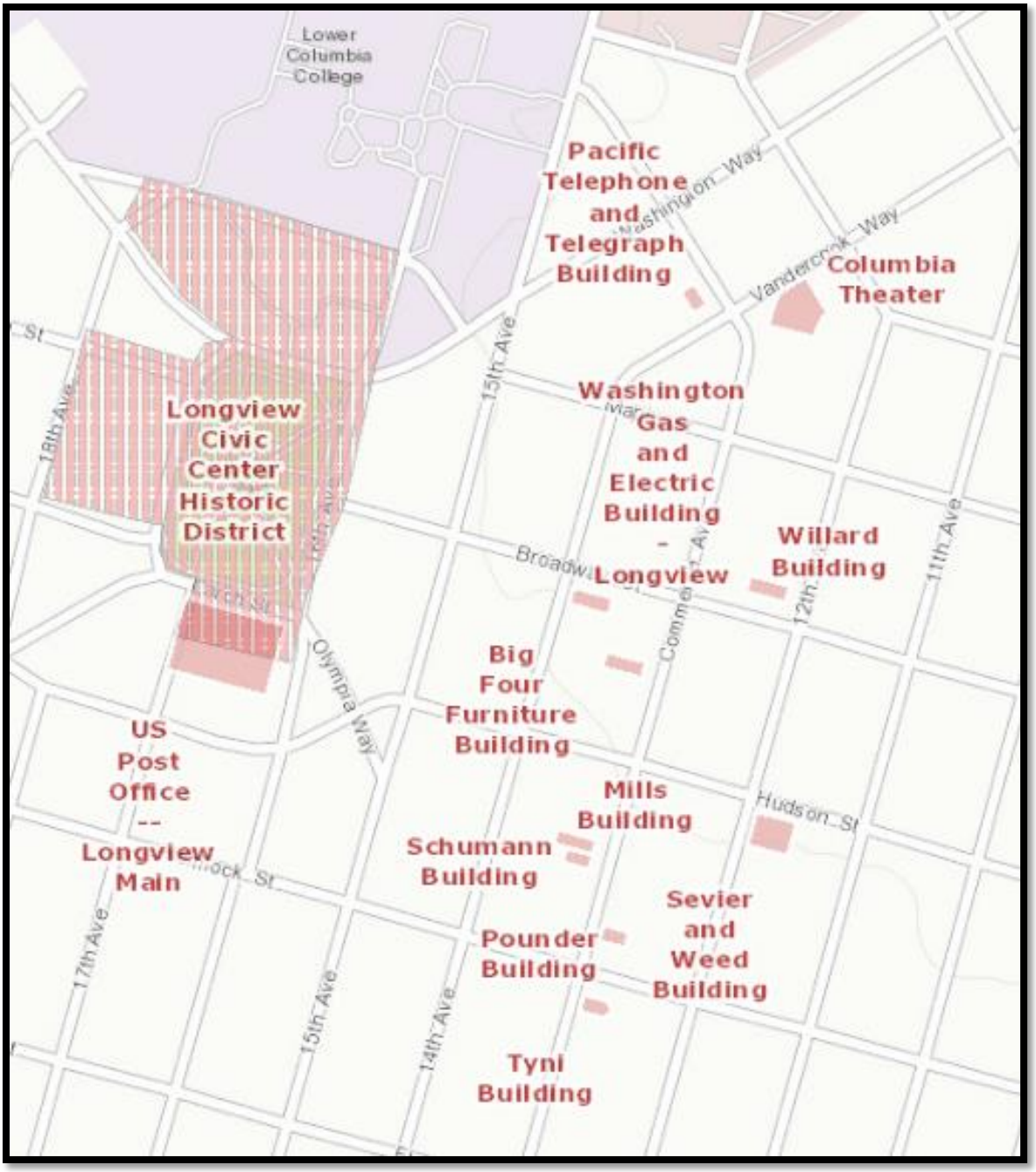


Figure 9-7. Designated Longview Historic Sites- Downtown Longview and Civic Center
(Source: WISAARD 10-2017)

Historic inventories and registers include the following:

- National Register of Historic Places (state listings and historic districts) http://www.nationalregisterofhistoricplaces.com/wa/cowlitz/state.html
- Early Commercial Area: Downtown Longview Survey and Inventory, 1988
- Old West Side Inventory, Phase 1 1600 Blocks, 2004; Phase 2 1200 Blocks, 2005; Phase 3 1500 Blocks and Phase 4, 2008; Phase 5, 2009; Phase 6, 2011, Phase 7, 2012; and Phase 8, 2013-2014. [See Figure 9-7].
- R.A. Long Park Master Plan, February 25, 2010
- Lake Sacajawea Park Preservation Plan, March 2009
- Longview Register of Historic Places
- Washington State Register of Historic Places

Figure 9-8. Downtown Longview and Civic Center Historic Surveys
(Source: Artifacts Inc. presentation "OWS Neighborhood Workshop #1" January 2016)

Other documents and records include the following:

- Historic Preservation Ordinance, Chapter 16.12 LMC
- Building Records, Community Development Department
- Longview Room and Polk Directories, Longview Public Library
- Long-Bell Room (private), 1339 Commerce Avenue
- Draft Downtown Historic Preservation District Ordinance and brochure
- Longview Central Commercial Redevelopment Plan, 1982
- Design Guidelines: Downtown Longview, Action Design Team, 1983
- Longview's Downtown Plan, 2001
- A video titled "The Planned City – The History of Longview, Washington" (1989) is available for checkout at the Longview Public Library or Longview Community Development Department
- Discover Downtown Longview, Self-guided walking tour (revised 2011)
- Explore Historic Longview: Walking Tour of Longview's Civic Center (Revised April 2011)

The City completed a digital archiving project in 2010 that converted its paper files of Longview historic register properties into a digital archive format (Laserfiche®). This created a backup of the information and improved the reference capability. Each file contains the property owner's signed nomination form, historic information about the property, and the specific features to be preserved. Going forward, newly created historic register files must be added to this digital archive to maintain the digital resource and protect the information from chance destruction or loss.

Local Preservation Efforts

Sound historic preservation principles, community recognition, and a respect for our heritage enable Longview to maintain its historic identity and resources.

Over the years, some significant historical sites have been lost, including the Longview train station, Kessler School, St. Helens School, downtown buildings, and an Old West Side residence. However, the Monticello Hotel, library, post office, several downtown buildings, the Shay Locomotive, and the Columbia Theatre have been restored.

Longview attained its Certified Local Government (CLG) status in 1988. Maintaining CLG status offers the City certain advantages, such as the ability to access certain funding which, over time, has provided grants for a historic video, plaques for historic buildings, and inventories. It also enables locally listed properties to qualify for a special tax valuation program for renovations tied to their historic status.

Except for a few technical updates, Longview's Historic Preservation Ordinance (Chapter 16.12 LMC) is largely the same as it was when adopted in 1987. The ordinance created a historic preservation commission. It enables property owners to nominate a building, structure, site, object, or district for historic designation, which the commission may list if it meets specific criteria. It also requires that listed properties comply with certain regulations if they are renovated or before they can be demolished. As with any regulation, the code's efficacy should be periodically reevaluated, particularly if state or federal preservation practices or grant stipulations warrant it.

The Longview Historic Preservation Commission is charged with identifying, evaluating, and protecting Longview's historic resources through placement on the Longview Register of Historic Places. Such properties must obtain a Certificate of Appropriateness from the Commission when restoring, modifying, or demolishing their buildings, sites and objects. These reviews are intended to preserve and/or minimize negative impacts to the significant historic aspects that make specific properties or sites eligible for local designation.

Special Valuation Tax Program

Administered by the Cowlitz County Assessor's Office, the Special Valuation Tax Program for Historic Properties allows a ten-year credit to historic renovation and rehabilitation projects for substantial improvements to buildings listed on the national or local historic register. There is a specific process established for substantiating and approving the tax valuation.

Downtown Longview

Downtown Longview continues to be a focal point of preservation. The historic character offers an opportunity to create economic synergy through restoration and sensitive remodeling intended to maintain and restore buildings to their original architectural character. The Civic Center national historic district was created to stimulate and implement a unified vision of downtown rather than perpetuating haphazard renovation and improvements.

The City of Longview is concluding multi-year streetscape improvements on Commerce Avenue to improve its appearance, safety, and accessibility. Improvements include new lighting, sidewalks, benches, landscaping, irrigation, public art, and outdoor gathering places to make downtown more attractive to visitors, shoppers, bicyclists, and pedestrians.

The Old West Side Neighborhood

Longview's historic preservation program conducted a multi-year project to architecturally and historically document the properties within the Old West Side neighborhood, one of the older areas in the city. Now referred to as the "Old West Side," the West Side neighborhood is one of seven original neighborhoods planned by the Longview Company, a subsidiary of Long-Bell. The West Side was the elite neighborhood of Longview, intended for Long-Bell's executives and managers as well as other professionals who came to live in the new city in 1923. This neighborhood contains approximately 1,000 properties, many built prior to 1940. With the conclusion of this inventory project in 2014, the City reached out to neighborhood residents to gauge their interest in forming a historic district, but such an effort has not followed. At that time, the City Council directed that if sufficient interest in forming a historic district is shown by residents in the future, the idea could be examined.

Issues Affecting Local Historic Properties in the Future

- Longview's historic preservation program has staffing limitations that contravene its ability to survey the entire city boundaries and protect resources. Funding also limits the amount of marketing and projects that can be accomplished.

- Community perception plays a significant role in the value of historic preservation. Individual property owners must value their buildings' architectural and historical character. Many people believe Longview is not old enough to have historic value. A whole new era of building styles (1935-1965) is now eligible for preservation, adding to the complexity of informing property owners about what is eligible for preservation and why certain buildings are important examples of those periods.

- Adding properties to the Longview Historic Register preserves them for future generations to appreciate. With that designation comes the requirement to document all changes, except routine maintenance, on a Certificate of Appropriateness approved by the Historic Preservation Commission. Specific federal standards guide these design review decisions. Old buildings require continued maintenance, and the lack thereof creates a great opportunity to renovate and rehabilitate buildings, especially downtown. However, the City's Unfit Dwelling Code (which applies to all buildings) does not require owners to maintain buildings unless there is a hazardous condition. As the buildings age, there is a greater chance for deterioration of eligible historic properties.

- Civic Center zoning adjacent to the Civic Center National Register Historic District between 16th Avenue and Olympia Way was changed to General Commercial during a rezone request. A change of ownership and use of the general commercial property may detrimentally affect the character of the National Historic Civic Center District in the future.

Historic Preservation Goals, Objectives, and Policies

Goal HP-A Achieve state and national recognition of Longview's unique place in the history of American city planning.

Objective HP-A.1 By the end of 2020, facilitate the nomination of a historic district for the commercial downtown area along Commerce Avenue; or support the creation of a business improvement district, joining the Washington State Main Street Association, or implementing façade design standards for downtown buildings.

Objective HP-A.2 By the end of 2020, conduct a reconnaissance inventory of all original Long-Bell plats in residential, commercial, and industrial areas for future historic registration.

Policy HP-A.2.1 Continue development of the register of historic buildings for the early commercial area of downtown and other historic properties within the city through the Historic Preservation Commission.

Policy HP-A.2.2 Add the inventory forms prepared for structures included in the thematic group nomination to the historic structures inventory. The registered locally defined district should be reflected in the inventory as well.

Policy HP-A.2.3 Encourage and assist owners of historic properties within the Longview planning area to apply for individual listing on the local, state, and national registers of historic places.

Goal HP-B Preserve and enhance the notable buildings, parks, and other sites established by or associated with the Long-Bell Lumber Company and notable local examples of architectural styles of more recent times.

Objective HP-B.1 By 2020, develop an inventory of City-owned properties and assets eligible for preservation and prepare nominations to list them on the Longview historic register.

Objective HP-B.2 By 2020, develop and adopt a preservation plan for the City of Longview to support the City's CLG status and facilitate the development of the City's historic preservation program and priorities. The plan should provide staff and the Historic Preservation Commission with a strategy to meet preservation goals, enhance outreach efforts, and benefit historic preservation and quality of place efforts in Longview.

Objective HP-B.3 By the end of 2018, develop a program to implement and maintain an inventory of historic sites and potential historic sites electronically on a Geographic Information System database and make map information available to the public online.

Policy HP-B.3.1 Promote preservation of local historic properties and materials as desirable for public awareness concerning the City's beginnings and its uniqueness in City planning history, aesthetic appreciation of architecture and landscape architecture, maintenance of community identity, and furtherance of tourism

and economic activity.

Policy HP-B.3.2 Encourage historic renovation of buildings and sites 50 years or older through public awareness; neighborhood and business partnerships; the involvement of residents; brochures, reference materials, and internet sites; and incorporating historic preservation planning in City departments.

Policy HP-B.3.3 Encourage owners of both registered and unregistered historic properties to take advantage of rehabilitation tax incentives and any available grants.

Policy HP-B.3.4 Enforcement measures should be periodically evaluated, and the search for mechanisms and resources to enhance enforcement needs to be an ongoing process.

Longview Comprehensive Plan 2018