



City of Longview

1525 Broadway
Longview, WA 98632
www.ci.longview.wa.us

Agenda

Planning Commission

Wednesday, March 20, 2019

6:00 PM

City Hall

The City Hall is accessible for persons with disabilities. Special equipment to assist the hearing impaired is also available. Please contact the City Executive Offices at 360.442.5004 48 hours in advance if you require special accommodations to attend the meeting.

1. **ROLL CALL**
2. **WORKSHOP ON REGIONAL COMMERCIAL CLASSIFICATION AND 36TH AVE NEIGHBORHOOD**

After holding a public hearing on the Draft Comprehensive Plan Update, the Planning Commission directed staff to respond to comments raised at the public hearing. During the March 6, 2019 regular meeting, the Planning Commission considered options for changing the Regional Commercial Classification in general and specifically for the 36th Ave neighborhood South of Ocean Beach Highway. This workshop will evaluate what if any changes should be made as part of the update to the comprehensive plan.

3. **PLANNER'S REPORT**
4. **ADJOURNMENT**



Memorandum

March 14, 2019

TO: Longview Planning Commission

FROM: Adam Trimble, interim Planning Manager

SUBJECT: Workshop on Regional Commercial classification and S. 36th Ave

At the March 6, 2019 Planning Commission meeting staff addressed many of the topics, questions and requests made during the January 30 public hearing on the draft comprehensive plan update. A lot of time was spent on the topic of the Regional Commercial (RC) classification and 36th Ave neighborhood which was an emphasis area of the update. Staff presented options for the Planning Commission to consider including no action, small changes such as adding an objective to reevaluate the RC classification, medium changes such as adopting a goal to draft a new zoning code to suit the area and big changes like reclassifying (and then re-zoning) portions or all of the 36th Ave to Community Commercial, or Medium Density Residential or Mixed Use Residential/Commercial.

Planning Commission members showed interest in a change of some kind that would allow smaller scale commercial development to occur as well as interest in allowing residential development either in portions of the area or integrated into a urban village concept with a mixture of commercial and residential uses in a master planned development but there was not a consensus on a particular direction. Staff will present more detail on the various options available as well as some advantages and drawbacks for each during the workshop.

A video of the meeting was captured by KLTV and can be reviewed online here:
<http://kelso-longview.vod.castus.tv/vod>

Attached with this memo for your reference, is all the materials prepared for the Open House on the 36th Avenue/RC zone as well as memos prepared for the Planning Commission meeting and joint Planning Commission and City Council meeting where the 36th Ave emphasis area were discussed.

If you have any questions or concerns, please contact me at 360-442-5092.

Cc: Jim McNamara, City Attorney

Steve Shuman, Assistant City Attorney
Jeff Cameron, Public Works Director
John Brickey, Community Development Director

36th Avenue Area South of Ocean Beach Highway

City Comprehensive Plan Classification (policy)
Regional Commercial

City Zoning Designation (regulation)
Regional Commercial – accommodate development that contains a mixture of high intensity uses including regional shopping (big box stores), offices, professional services, entertainment facilities, and hotels.

Existing use
Primarily single-family homes on large lots

Current Conditions and Issues

- ✓ Approximately 26 acres in size containing 32 parcels
- ✓ 0.77 acre – average lot size
- ✓ Easy access to Ocean Beach Highway

- ✓ 36th Avenue does not meet typical urban street standards (e.g. no curbs, gutters, sidewalks)
- ✓ Olive Way right-of-way is undeveloped
- ✓ Ocean Beach Hwy is heavily traveled with a lot of the traffic being local instead of regional
- ✓ Most major retailers want proximity to their distribution centers and major freight routes such as I-5
- ✓ Prospective developers want shovel-ready properties rather than having to buy out individual lots and demolishing existing buildings.
- ✓ So far, little interest from developers in siting high intensity commercial uses
- ✓ Under current zoning new single-family homes, multi-family housing, and small-scale commercial uses are not allowed.



Open House handout

REGIONAL COMMERCIAL CLASSIFICATION - 36TH AVENUE

2016-17 LONGVIEW COMPREHENSIVE PLAN UPDATE

About Longview's Comprehensive Plan

Comprehensive plans are intended to translate community values and goals into a framework for government decisions about how a city grows, how land is used, and all the other things typically found in a community such as housing, streets, utilities, parks and other public facilities, and public services – as well as how public dollars are spent. Plans look out ahead to how today's Longview residents want the city to look and function over the next 20 years. In concert with Longview's strategic plan, the comprehensive plan serves as a roadmap for achieving that vision.

Only a small part of Washington's growth management law applies to Longview and other cities within Cowlitz County, giving us more flexibility to respond to local priorities. The City's plan was last updated ten years ago, in 2006. At midway through the life of the plan, it's time to assess what's going well, and what we should change.

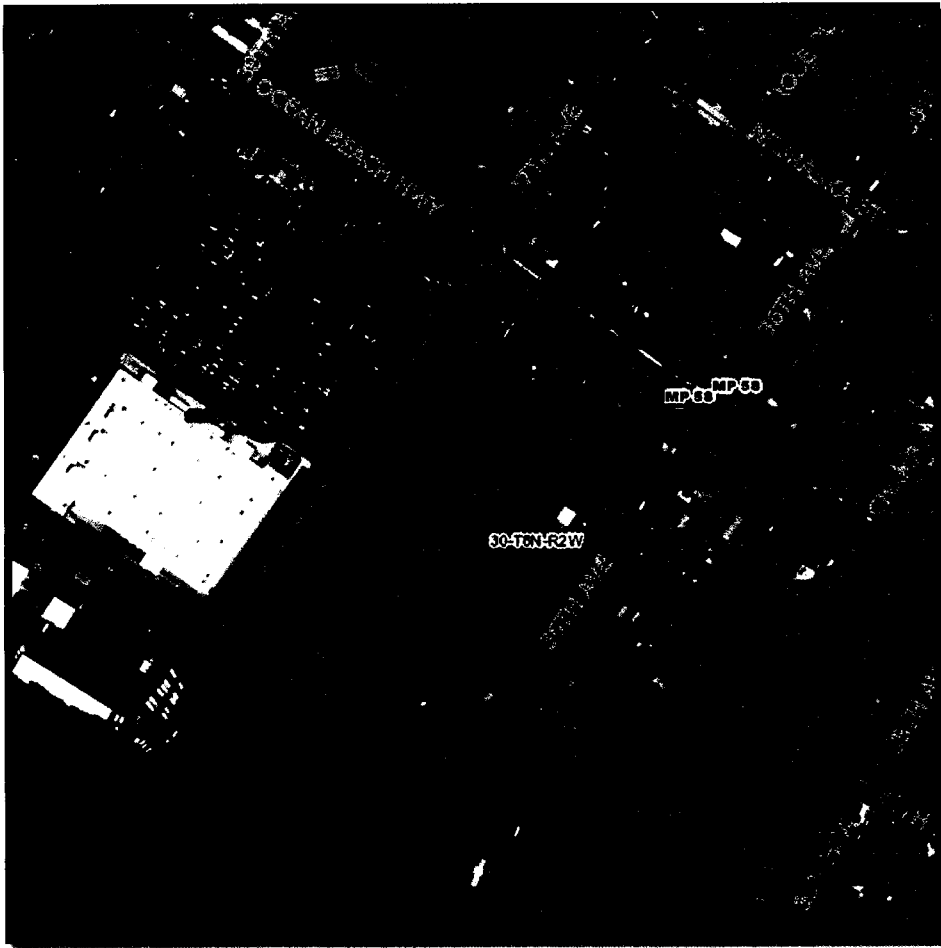
These conversations will help shape a plan that will best direct Longview's public policies, regulations, and public investments. Public hearings will follow once the new plan is drafted. Thank you for taking part!

About the Regional Commercial Zone

Today's Regional Commercial (RC) zoning district is the product of the 2006 comprehensive plan, which noted increased development interest in large commercial centers and concluded that if Longview wanted to strengthen its position as a regional retail hub, it needed additional commercial land for large-scale uses. Areas intended to allow for growth of higher intensity, large-scale commercial developments were designated on Ocean Beach Highway at 38th Avenue (Walmart) and at 30th Avenue (today's Fred Meyer/Safeway/ Lowe's).

The RC zoning district was meant to include regional shopping, offices, professional services, entertainment facilities, and hotels. Allowed uses include big-box retail or grocery stores (at least 20,000 in size, or more as part of a large development, with no cap on size); large entertainment facilities, offices, and personal services (20,000 square-foot minimum); sit-down restaurants (5,000 square-foot minimum); and smaller retail or grocery stores (5,000 square-foot minimum), restaurants (including fast food), and fueling stations as part of a large development. Separate design and landscaping standards are in place to minimize the impact on nearby homes.

The RC zone covering Walmart and surrounding businesses also includes an approximately 26-acre residential area to the southeast that has some larger, undeveloped or underdeveloped tracts. It is only that latter portion that we're reevaluating as part of this comprehensive plan update. The existing single-family development is rather sparse, with considerable land that could be developed with additional homes.



What are we looking at?

While Ocean Beach Highway is heavily traveled, a lot of the traffic originates or is destined for places along the corridor. Most major retailers want to take advantage of not just customer demographics, but also proximity to their distribution centers and major freight routes such as I-5. Plus, prospective developers want shovel-ready properties rather than having to buy out individual lots and demolishing existing buildings. This has resulted in little or no additional development interest in this area, despite the zoning. Policies in 2006 allowed the RC zone to be expanded when, in part, conditions had changed since the original commercial boundary was set. Notably, this was before the economic downturn. Now, we're considering whether conditions have changed in a way that calls for scaling back the RC zone and returning the single-family portion to residential zoning, or modifying it in some other way.

What do you think?

- Is more regional commercial development along Ocean Beach Highway desirable today?
- Should the RC zone be scaled back to exclude the single-family portion, or left as is?
- If the residential area is removed, should it be zoned for higher-density residential?

Later thoughts? E-mail steve.langdon@ci.longview.wa.us



Open House presentation

36th Avenue Area

2017 Longview Comprehensive Plan
Update

March 15, 2017

Comprehensive Plan Basics

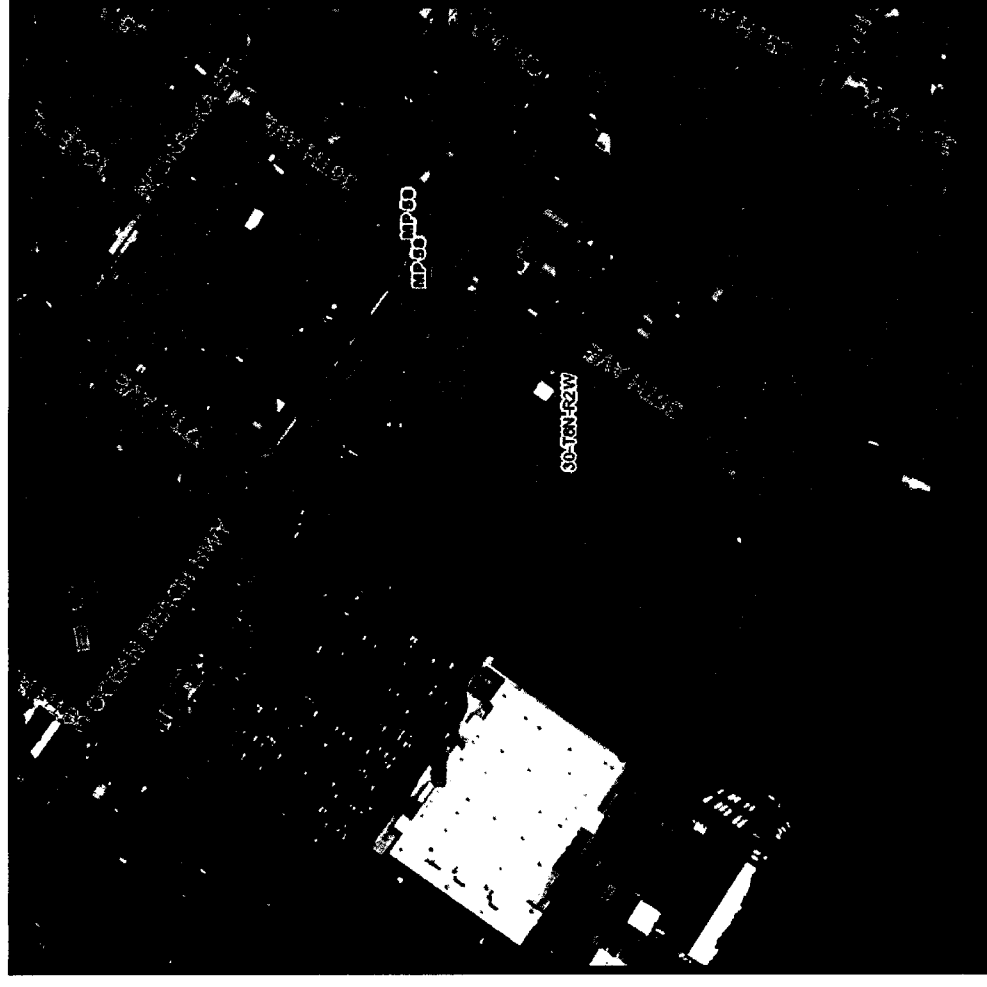
- **Community vision for next 20 years**
- **Last Longview update in 2006 (halfway point)**
- **Integrated (land use, transportation, parks, businesses/jobs, industry, utilities, housing, & other things that are important to the community)**
- **Cowlitz is not a GMA county**
- **Goals & strategies**
- **Periodically reevaluate**

How is the comprehensive plan enacted?

- Future land-use map (comp plan)
- Zoning map & regulations (municipal code)
- City projects/investments
- Private development
- Periodically reevaluate & adjust

About 36th Avenue

- Approximately 26 acres
- 2006 Comprehensive Plan: Regional Commercial (policy)
- Zoning district is Regional Commercial (regulation)
- Intended for a mixture of high intensity uses including regional shopping (big box stores), offices, professional services, entertainment facilities, and hotels.



Characteristics

- 32 Assessor's Parcels – primarily single family homes on large lots
- 0.77 acres is the average lot size
- Easy access to Ocean Beach Highway (State Route 4)
- 36th Avenue does not meet typical urban street standards (e.g. no curbs, gutters, sidewalks)
- Olive Way ROW is undeveloped

Constraints for Regional Commercial Development

- While Ocean Beach Highway is heavily traveled, a lot of the traffic is local rather than region-wide.
- Most major retailers want to take advantage of not just customer demographics, but also proximity to their distribution centers and major freight routes such as I-5.
- Prospective developers want shovel-ready properties rather than having to buy out individual lots and demolishing existing buildings.

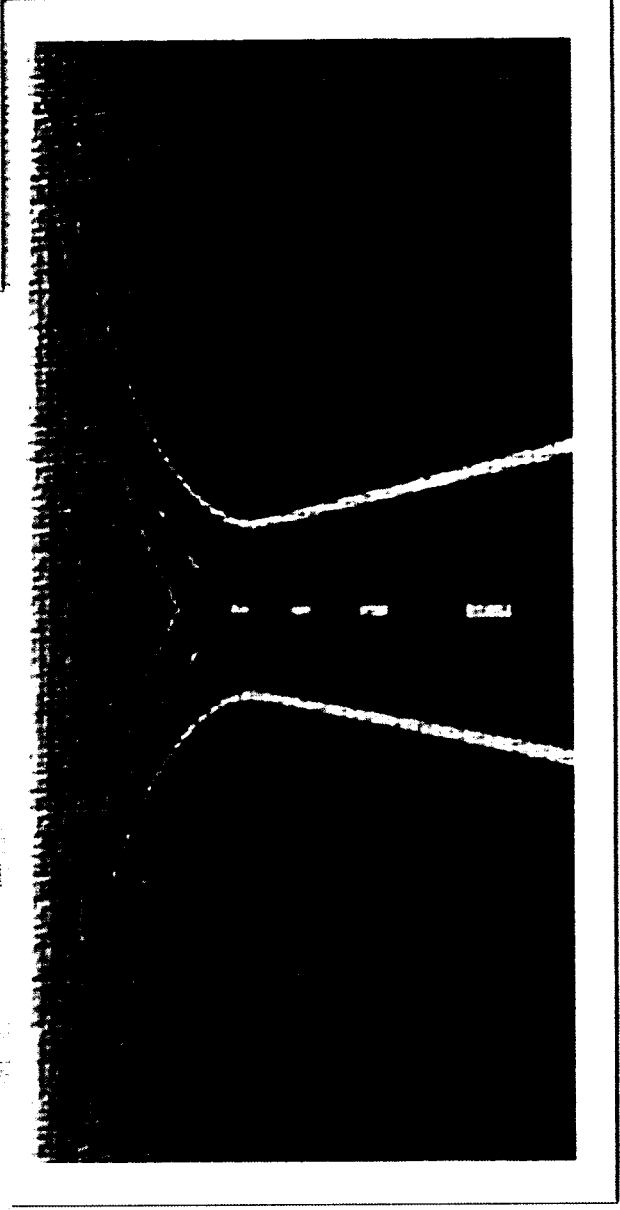
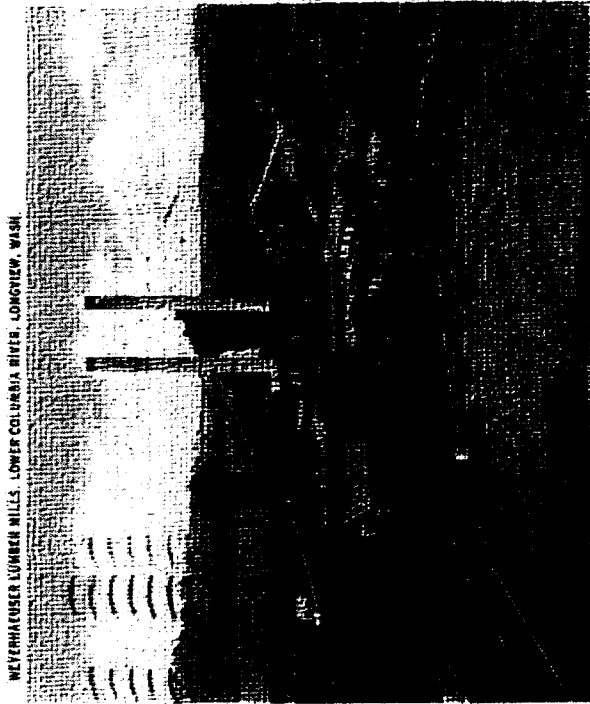
Constraints for Other Types of Development

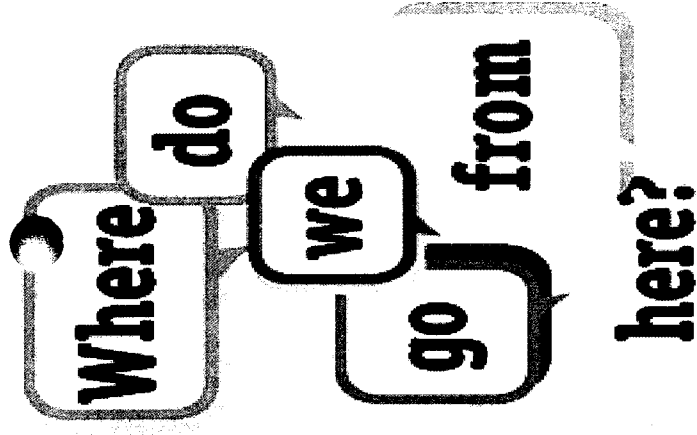
- Under current zoning the following is not allowed:
 - New single family homes except on existing undeveloped lots
 - Multi-family housing
 - Small scale stand-alone commercial development
- Ocean Beach Hwy frontage is conducive to small scale commercial development but interior lots less so

Expectations versus Potential

- Commercial classification resulted in property owner expectation to receive commercial prices for their land
- So far, interest in large scale commercial development is lacking
- Overall, City staff is seeing more interest in residential development

Discuss: Future of 36th Avenue?





- Additional workshops – other focus areas
- Update current (2006) plan content (background, issues, etc.)
- Review & update existing goals & policies
- Planning commission/city council discussion, input, & direction throughout
- Public hearings & environmental review
- Adoption by mid-2017

Questions?



**For more information or
to give feedback:**

**Steve Langdon, Planning Manager
Longview Community
Development Department**

360.442.5083

steve.langdon@ci.longview.wa.us





REGIONAL ZONE – 36TH AVENUE

Summary of Open
House comments

COMMERCIAL

2016-17 LONGVIEW COMPREHENSIVE PLAN UPDATE

March 15, 2017

→ Public Workshop Synopsis

Approximately a dozen members of the public attended. Following a staff presentation, they were invited to review displays, enjoy refreshments, and talk with staff.

Steve Langdon presented a slideshow reviewing issues that will have some bearing on the area's comprehensive plan designation and will ultimately drive its zoning. Questions and comments from those present focused on the following:

- Is there a conflict with the Long-Bell covenants? Potentially. Mr. Langdon referenced the Columbia Valley Gardens #4 CC&Rs, which restrict commercial development. He thinks that Wal-Mart may have gotten signatures to remove the restriction from its site.
- Does City staff have an opinion? No, but the City will be working toward formulating a recommendation. Does that mean the classification will change? Not necessarily.
- There was discussion around changing the code versus changing the designation. Leave the Regional Commercial designation in place but change the suite of uses that are allowed under the zoning. There is no zoning amendment being proposed at this time, though; and no zoning update being done in conjunction with the comp plan update. Mr. Langdon explained that someone could apply to amend the code rather than waiting for the City to undertake an update.

Discussion lagged, and Bill Fashing asked what people want to see in the area. Responses included:

- Commercial developers stated that the Regional Commercial zone doesn't make sense. They have zealously tried to market the properties, but there has been no development interest in such a large (80,000 sf+) building. They do see interest from locally owned national franchises of smaller-size businesses; however, they are not allowed there. One "national retailer" wanted to locate in the vicinity of 30th/32nd but couldn't. Triangle Shopping Center is the most successful development in the area. The Longview market is not conducive to more big box without 30-40,000 more people. Costco won't come here and is currently expanding in foreign markets. The status of Three Rivers Mall plays a role. "I could zone it for unicorns, but the unicorn's not going to show up."
- It is likely the Ocean Beach Highway frontage would develop first, but "the rest will fill in." They are not interested in seeing the rear zoning line (adjacent to Olive) moved closer to Ocean Beach Highway. At the same time, the cost of improving Olive Way was seen as a deterrent to development of the rear portion.

- An alternate view was that only the first 100 feet along Ocean Beach Highway would develop. With two driveways apiece, this would create multiple and conflicting turning movements. Left turns should be restricted onto and off of Ocean Beach Highway.
- Opinions diversified. One comment was “It’s been this way for ten years and nothing’s happened. Let’s not have it be another ten years.” Another opinion was that, while ten years might be a long time for a developer, it’s a short time for a city to evolve. There isn’t another place for it if big box demand does emerge.
- Discussion turned to the relationship between residential growth and commercial demand. Growth to the south is already here. With residential growth comes commercial growth, whether or not it’s close to I-5. Mr. Langdon was questioned about pending multifamily permits; he stated there are several prospective West Longview developments at preapp stage.
- “Why can’t it be zoned both ways and whoever comes first ‘builds the castle’?” Is there a way to design zoning to encompass both levels of use?

In addition, two written comments were received either at the meeting or via letter, both from people who attended. Some of the written comments received overlapped discussion during the meeting.

- Commentator wants the land to remain commercial zoning that would promote use of the whole block, but beyond that is not clear on what the best zoning designation should be.
- This was the only area where a large shopping center could be placed in West Longview when the area’s designation was changed ten years ago, and that has not changed now. Eliminating the designation would virtually guarantee the area would never have a major shopping area, which would be of value to people from miles around.
- There is a need to change the designation to allow for smaller commercial on the south side of Ocean Beach Highway. At the same time, this would cause traffic congestion and left turn issues. By contrast a larger shopping area would have limited access and would not pose the same issues.
- The current comp plan “holds” the area for specific uses, and ten years is a relatively short time to realize the intended level of development. It would be short-sighted to change the designation. The current Regional Commercial designation is the correct designation and ultimately the correct use for the area. Commentator opposed any changes at this time.

Planning Commission / City of Longview

I own 2103 36th. For
my part I want to see
the land remain commercial zoning
that would promote use of the
whole block. But beyond that
I am not clear what the
best zoning designation would be.
Thank you.

Norm Dick
normdick@comcast.
net

Comment letter
from open house

Steve Langdon
Planning Manager
City of Longview

RE: 36th Avenue Area South of Ocean Beach Highway

Dear Steve,

I was very involved in the planning issues that changed this area of 36th Ave south of Ocean Beach Hwy 10 years ago. At that time this area was the ONLY area that a large shopping center could be placed in West Longview. I do not believe that situation has changed. Eliminating this designation would virtually guarantee that West Longview would never have a major shopping area.

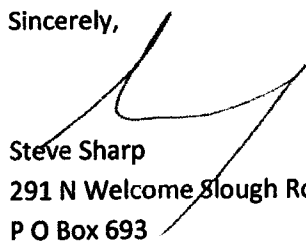
West Longview serves not only Longview, but all of us that live west of Longview. It takes longer for me to drive from the intersection of Coal Creek Rd and Ocean Beach Hwy to I-5 than it does to drive from my house on Puget Island to Coal Creek Rd. A major shopping center in West Longview would be a great value to many people from miles around.

Changing this designation would allow for some small commercial development along the south side of Ocean Beach Hwy, which there is certainly a need for, but this kind of development causes a great deal of traffic congestion. All new businesses would have direct traffic flow on and off of Ocean Beach Hwy, causing a great deal more traffic slowdowns and left turn issues. In contrast, a large shopping mall area would have limited access to Ocean Beach Hwy and control signals helping to keep traffic flowing smoothly through the area. This is a state highway that is already congested through that area; it would not be wise to do anything that would make traffic flow worse.

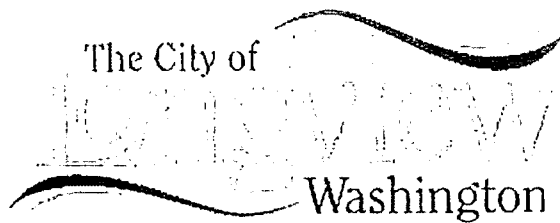
Ten years is a very short time when deciding issues pertaining to something as important as The Comprehensive Plan to our City. The purpose of the Plan is to hold certain areas for specific uses. I feel the current Plan does just that. Changing this area designation would, in my opinion, be extremely short sighted on the part of our City leaders. I believe the designation of Regional Commercial is the correct designation and ultimately the correct use for this area.

For these reasons, I am against any change to the area south of Ocean Beach Hwy in the area of 36th Avenue at this time.

Sincerely,



Steve Sharp
291 N Welcome Slough Road
P O Box 693
Cathlamet WA 98612
360-430-5556



Memorandum

February 1, 2018

TO: Longview Planning Commission

FROM: Steve Langdon, Planning Manager

SUBJECT: Comprehensive Plan Update – Staff Recommendations Regarding Emphasis Areas

There are five emphasis areas that are being considered during the Comprehensive Plan update. Each one of the emphasis areas is listed below followed by an initial staff recommendation. An open house was held for each of the emphasis areas. For your information, attached are handouts for each of the emphasis areas plus open house summaries. I will give the reasons for the recommendations at the meeting.

- **SR411/First Avenue & 3rd Avenue Corridor**
North of Hudson Street the corridor primarily has a High Density Residential classification. South of Hudson Avenue the corridor primarily has a Light Industrial classification.
Staff recommendation: Keep the classifications as is.
- **Barlow Point**
This area is classified as Mixed Use – Residential/Commercial (MU-R/C) in the Planning Area Boundary and primarily classified as Heavy Industrial inside the City limits.
Staff recommendation: For inside the City limits, keep the Heavy Industrial (HI) classification and add the one property that is not classified as HI to that classification. For outside City limits, convert the MU-R/C to HI. This is consistent with the recently adopted Cowlitz County Comprehensive Plan.
- **West Longview Lagoons**
This area is classified as Public/Quasi-public/Intuitionial.
Staff recommendation: Keep the classifications as is.
- • **36th Avenue (south of Ocean Beach Hwy)**
Staff recommendation: Keep the classifications as is.

- **Highlands Neighborhood Including Oregon Way**

The half block facing Oregon Way between Nichols Boulevard and the Railway is classified as Community Commercial. The Highlands Neighborhood is classified as High Density Residential and Low Density Residential.

Staff recommendation: Keep the classifications for the properties adjacent to Oregon Way as is. Develop a new classification for the Highlands Neighborhood that would guide the development of a zoning district specifically for the Highlands Neighborhood.

As mentioned above, the staff recommendations are initial ones. Staff will make their final recommendations when drafting the staff report(s) for the public hearing(s).

If you have any questions or concerns, please contact me at 442-5083.

Cc: Jim McNamara, City Attorney
Steve Shuman, Assistant City Attorney
Craig Bozarth, City Engineer
John Brickey, Community Development Director

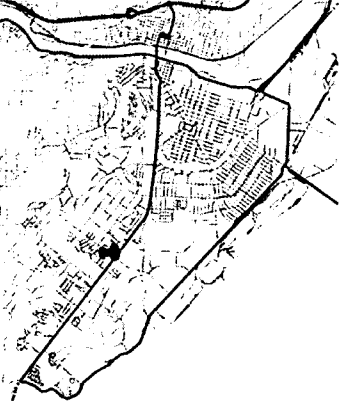
36th Avenue south of OBH

Current FLUM Classification:
Regional Commercial

Initial Planning Commission recommendation:

- Keep current classification

Comprehensive Plan Update



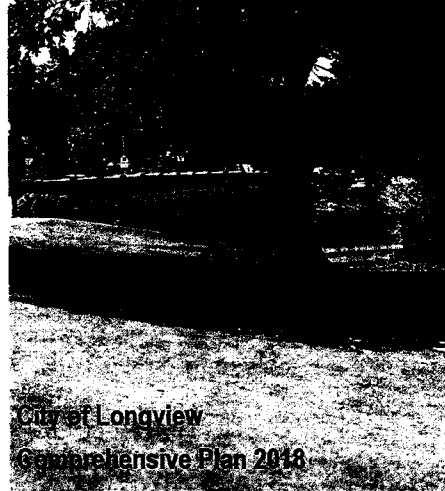
- **36th Avenue Area (south of Ocean Beach Hwy) open house**
 - Held on March 15, 2017
 - Approximately 12 citizens attended
 - Summary of comments received:
 - Is there a conflict with subdivision Covenants, Conditions & Restrictions (CC&Rs)?
 - Leave Regional Commercial classification but allow for more land uses
 - Regional commercial uses not likely, should allow for smaller commercial uses especially along OBH frontage
 - Should restrict turning movements along OBH
 - Concerns that only OBH frontage will develop and not the interior areas
 - Need to retain opportunity to have regional shopping center in West Longview

Comprehensive Plan Update

36th Avenue Area/Regional Commercial Classification



Planning
Commission
Workshop March
20, 2019



LONGVIEW

Planning Commission Options

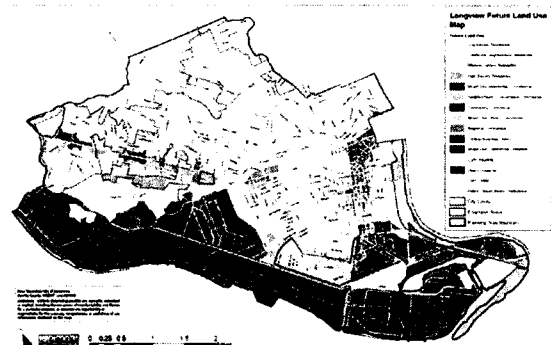
- No decisions can be made at a Workshop
 - Review the open house materials, public comments and prior deliberations on the Regional Commercial/36th Ave emphasis area
 - Discuss options and hear public comments on the perceived future of big box retail
 - Discuss options and hear public comments specifically about the desired future for the 36th Avenue neighborhood and its land use classification and zoning

Comprehensive Plan Basics

- Community vision for next 20 years
- Last Longview update in 2006 (halfway point)
- Integrated (land use, transportation, parks, businesses/jobs, industry, utilities, housing, & other things that are important to the community)
- Cowlitz is not a GMA county
- Goals & strategies
- Periodically reevaluate

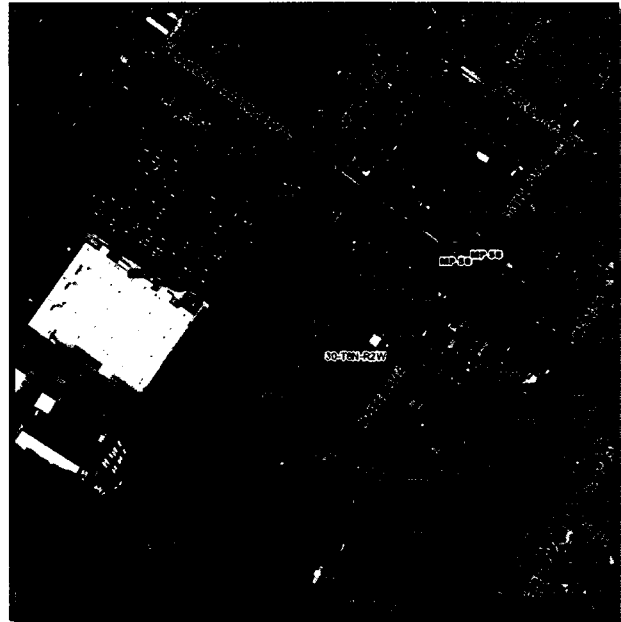
How is the comprehensive plan enacted?

- Future land-use map (comp plan)
- Zoning map & regulations (municipal code)
- City projects/investments
- Private development
- Periodically reevaluate & adjust



About 36th Avenue

- Approximately 26 acres
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- Zoning district is Regional Commercial (regulation)
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- 0.77 acres is the average lot size
- Easy access to Ocean Beach Highway (State Route 4)
- 36th Avenue does not meet typical urban street standards (e.g. no curbs, gutters, sidewalks)
- Olive Way ROW is undeveloped

Constraints for Regional Commercial Development

- While Ocean Beach Highway is heavily traveled, a lot of the traffic is local rather than region-wide.
- Most major retailers want to take advantage of not just customer demographics, but also proximity to their distribution centers and major freight routes such as I-5.
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Constraints for Other Types of Development

- Under current zoning the following is not allowed:
 - New single family homes except on existing undeveloped lots
 - Multi-family housing
 - Small scale stand-alone commercial development
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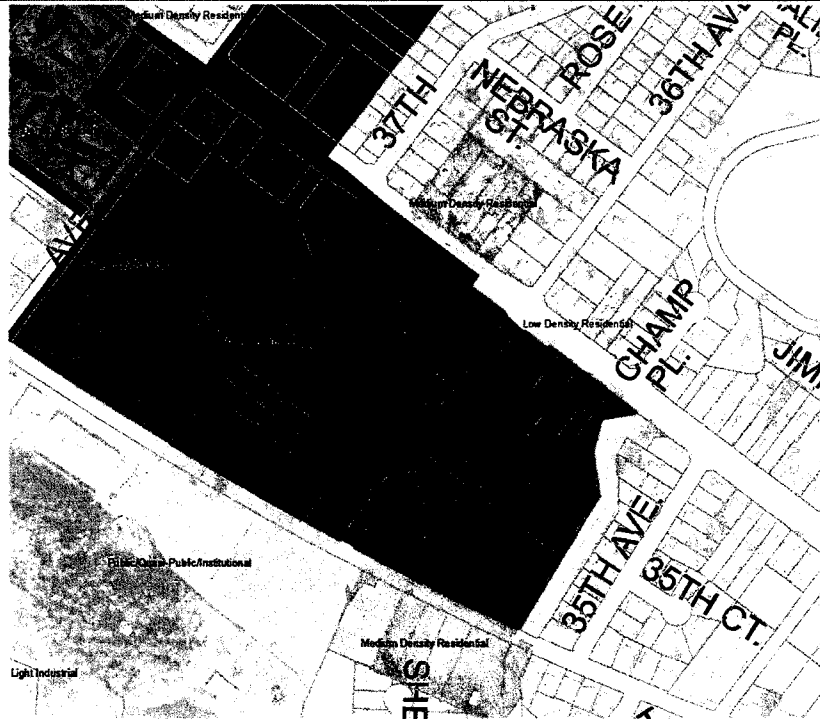
Expectations versus Potential

- Commercial classification resulted in property owner expectation to receive commercial prices for their land
- So far, interest in large scale commercial development is lacking
- Overall, City staff is seeing more interest in residential development

Options for the 36th Ave Regional Commercial Classification



Options for the 36th Ave Regional Commercial Classification



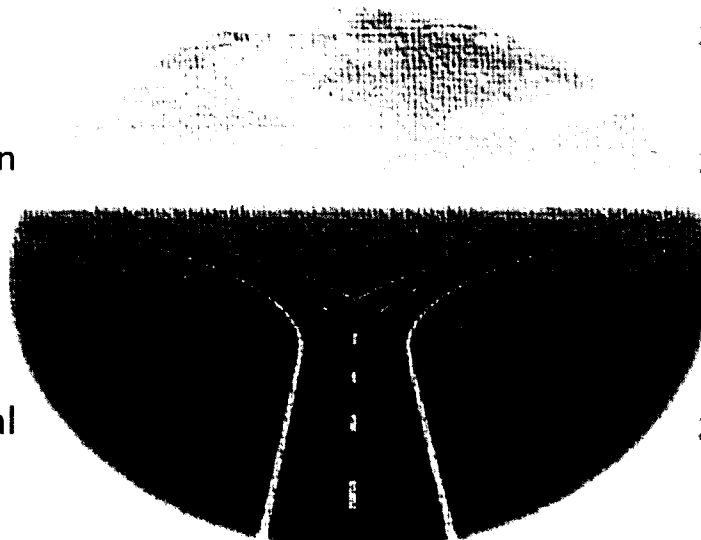
Regional Commercial Classification Will Longview get another big-box store?

YES

- Keep Regional Commercial Classification

MAYBE

- Modify Regional Commercial Zone



NO

- Re-classify 36th Ave Area

- Amend RC zone everywhere

MAYBE NOT

- Reclassify land and wait to rezone

Regional Commercial Classification options

If the Planning Commission concludes that additional big-box development is possible in the next 20 years

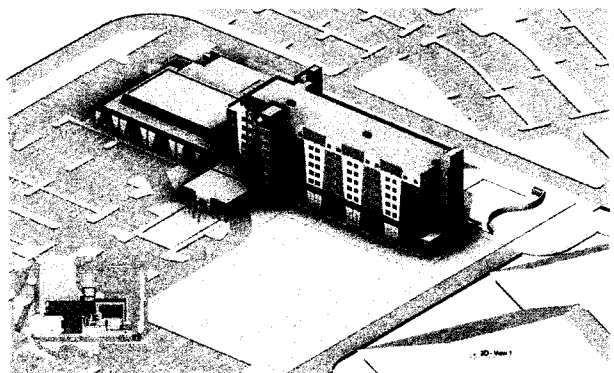
- *staff recommends* retaining the existing classification.
 - Re-zone process is still available to anyone at anytime to apply and make changes to the zoning on 36th Ave
 - Zone text-amendment process is available to amend the regulations of the RC zone



Regional Commercial Classification options

If the Planning Commission concludes retaining land for big-box or similar uses is important for the next 20 years

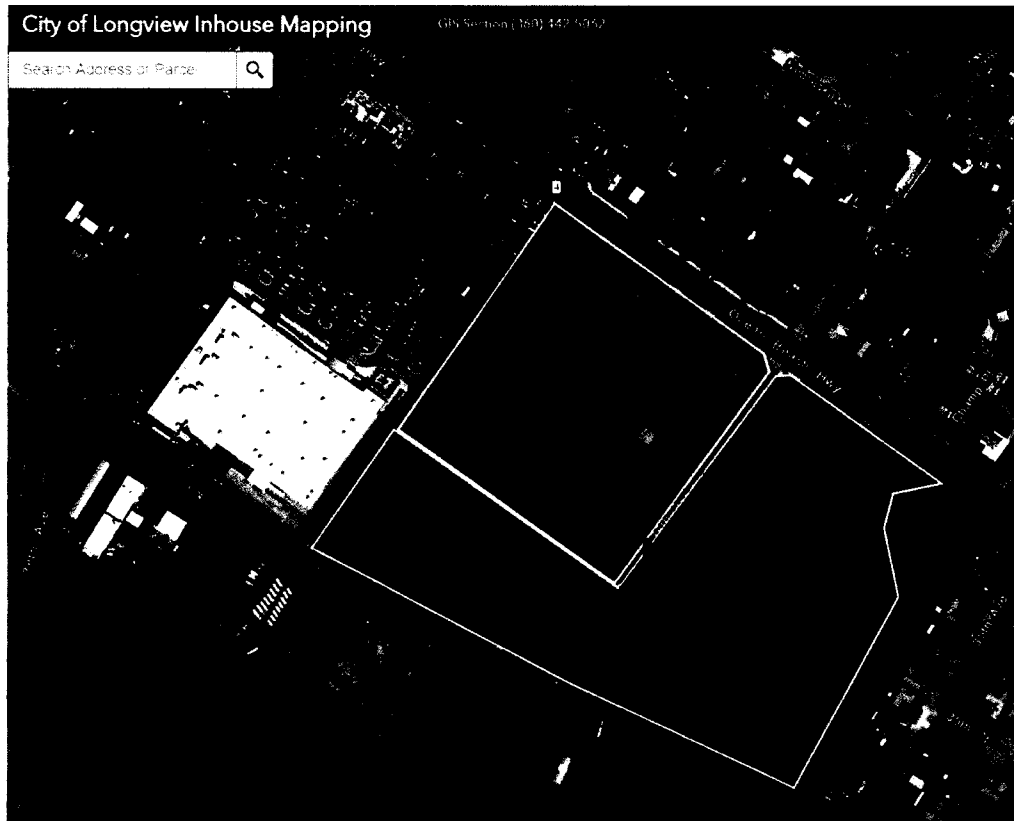
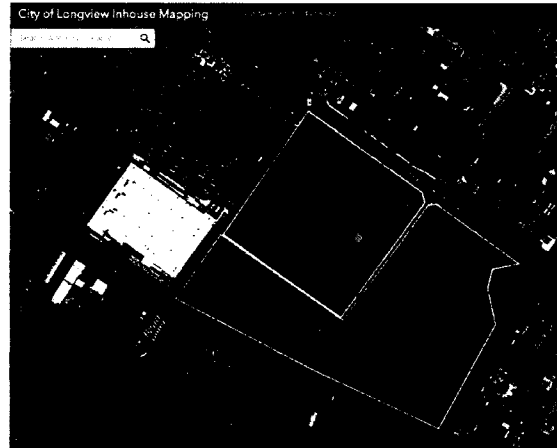
- *staff recommends* adopting an Objective to review and amend the RC classification given a changing retail economy.
 - Example: Amending the RC zone to remove restrictions, or allow development that circulates with existing big-box retail developments.

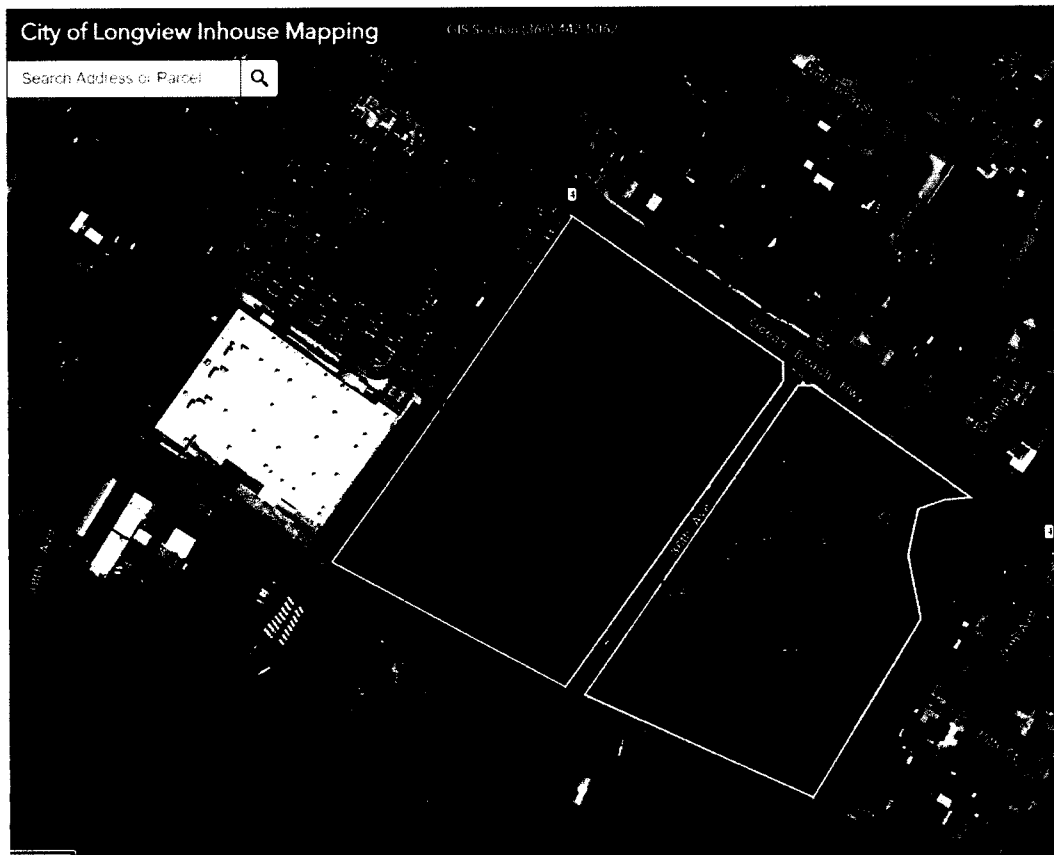


Options for the 36th Ave Area

If the Planning Commission concludes big box retail development is unlikely in the next 20 years:

- *staff recommends* Re-classifying the 36th Ave area to Community Commercial and Mixed-use Residential/Commercial
 - Community Commercial area to be located on West side of 36th Ave
 - Zoning regulations will need to be written for a mixed-use residential/commercial zone.

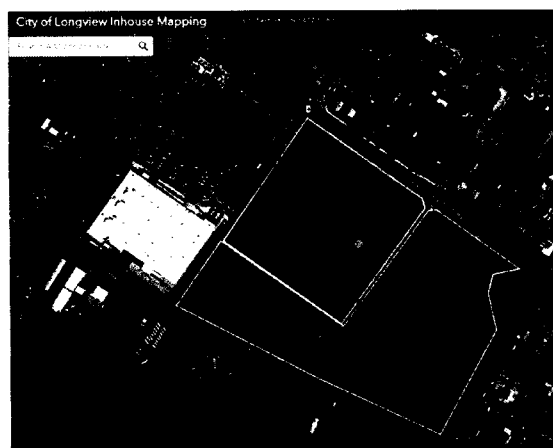




Options for the 36th Ave Area

If the Planning Commission concludes big box retail development *might be unlikely* in the next 20 years:

- *Staff recommends* Re-classifying the 36th Ave area to Community Commercial and Mixed-use Residential/Commercial and re-zoning the property by application
- Zoning will remain Regional Commercial until Planning Commission is presented with a re-zone application
- Comprehensive Plan will support the re-zone request.



Drawbacks to Consider

If the Planning Commission decides to reclassify the 36th Ave Neighborhood Community Commercial (General Commercial)

- *Could result in residences adjacent to commercial uses until complete redevelopment occurs.*
- *Existing homes become non-conforming with no provisions for expansion and cannot be rebuilt if completely destroyed.*
- *Less likely that Olive Way is built in the near term.*



What is Mixed Use Commercial/Residential

Land use Chapter 2006 Comp Plan page 2-8

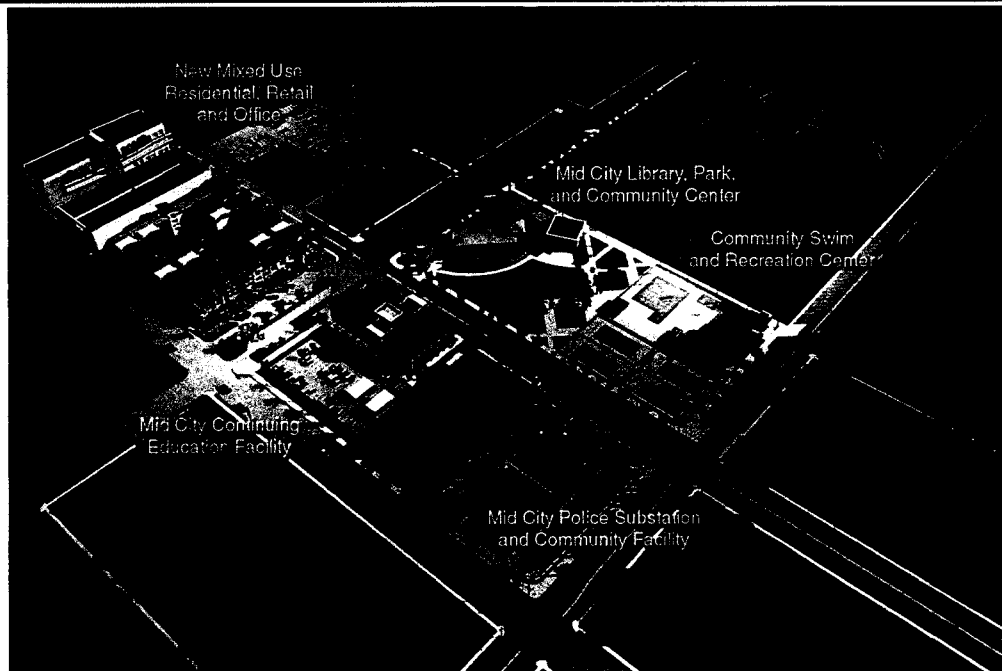
Mixed Use

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

Mixed Use Commercial/Residential



Mixed Use Commercial/Residential

3rd Ave
Longview:

Mix of
Commercial
and
Residential
Uses

22 Acres +/-



10

11

12

13