



R.A. LONG PARK MASTERPLAN

February 25, 2010



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Project Background



Introduction

The R.A. Long Park & Civic Center Circle Master Plan project was a collaboration between City agencies, City Commissions, the Design Team, and the Community (study areas are indicated in figure 1.1). The project was developed to accomplish three core goals for the historic Civic Center Circle: 1. Celebrate the history of R.A. Long Park & the Civic Center Circle; 2. Enhance pedestrian and vehicular safety, and park access within the Circle; and, 3. Increase activity and improve the condition of R.A. Long Park.

Project Initiation

This project was initiated by a federal grant that the City of Longview received to study and improve traffic safety conditions in the Civic Center Circle that rings R.A. Long Park. The Department of Public Works is responsible for this roadway and right-of-way which are included in the Civic Center Historic District (shown in figure 1.1). The Civic Center Historic District is listed in both the local register of historic places and the National Register of Historic Places. Much of the funding for current roadway maintenance, repair and expansion project comes all or in part from the Federal Highway Administration (FHWA). The nexus with federal funding brings into play different environmental compliance requirements, including two which relate to historic preservation: section 4(f) of the USDOT Act of 1966 and Section 106 of the National Historic Preservation Act of 1966. Both of these Acts outline planning processes that federal agencies must undertake prior to actions that might affect historic properties.



Figure 1.1 Project Study Areas for the Park and Transportation Improvements

Section 4(f) is a federal mandate requiring the US Department of Transportation to avoid funding or implementing projects that impact important natural and historic properties unless no prudent or feasible alternative is available. It requires early planning review processes that identify historic properties and potential alternatives for roadways that will utilize land from historic resources or create an environment that compromises factors that make historic properties significant. R.A. Long comes under this requirement as both a publicly-owned park and as an historic property within a National Register-listed historic district.

Section 106 requires all federal agencies take into account the effects of planned undertakings on historic properties – defined as those on or eligible for inclusion in the National Register of Historic Places - and afford an opportunity for the federal Advisory Council on Historic Preservation to comment on those undertakings. The intent of Section 106 is to balance the needs of federal agencies and the projects they initiate, sponsor, or license with the protection of significant historic properties. Agreements that avoid, minimize, or mitigate adverse effects are the usual outcome of Section 106 review.

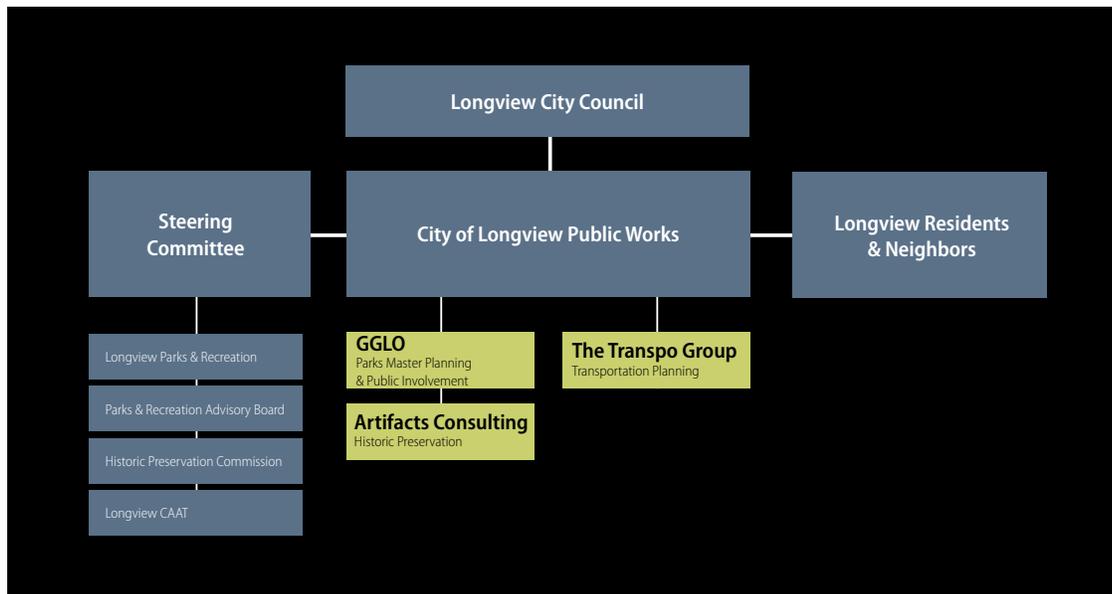


Figure 1.2 Project Organization Diagram

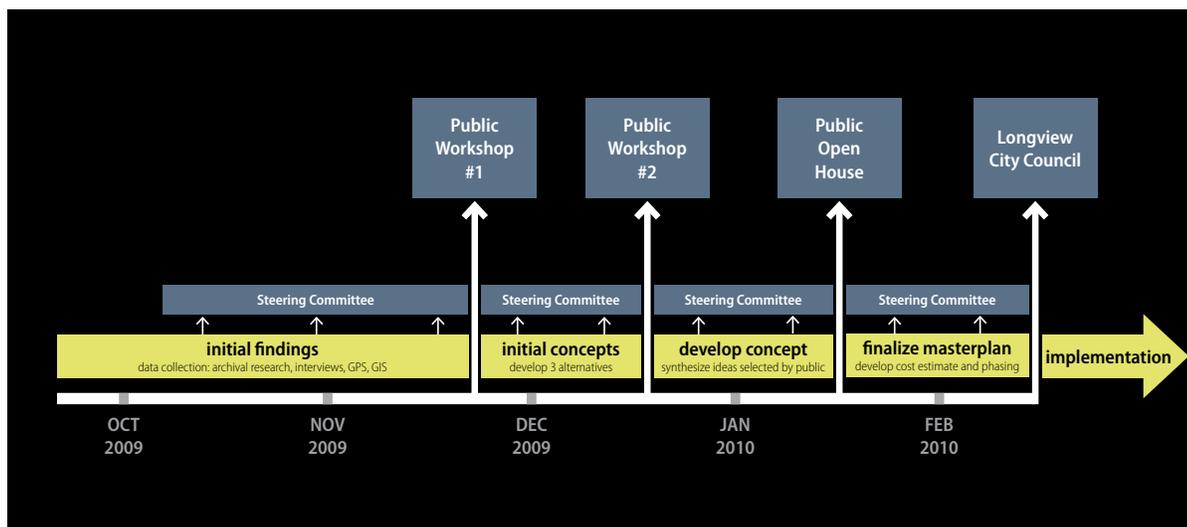


Figure 1.3 Project Timeline Diagram

R.A. Long Park and Civic Center Circle Transportation Masterplanning Process

To meet the project goals and to ensure that improvements made to the Park and Civic Center Circle were in line with the public's expectations and desires, the City of Longview determined that a master planning process should be undertaken. As part of this process, the City hired GGLO (figure 1.2) to research and collect existing historic documentation, assess the existing condition of the Park and traffic in the Circle, and to hold three public meetings. The first two meetings were workshops in which public input and feedback were gathered to guide the master planning process. The third meeting was a public open house during which the preferred master plan concept was shown to the public for final review and comment. A Steering Committee of key stakeholders (figure 1.2) was organized to provide oversight and feedback on the entire process. The timeline of this process is shown in figure 1.3.

Planning History of the City of Longview

Marketed as "the city designed by experts," Longview, Washington represented a revolution in city planning. Located near the western edge of a nation exploding with sprawling, haphazard boomtowns, Longview was unique - it was a city built from the ground up, all at once, based on the designs of a team of Kansas City landscape architects. In the 1920s, Longview became the largest privately funded city to begin life as a master plan. On paper, the city was sectioned into zones for industrial, commercial, and residential land uses (figure 1.4). Emphasizing both aesthetics and efficiency, Longview earned the moniker "the city practical that vision built." The plan itself integrated parks, open spaces and a graceful civic center into the urban core, clustering public buildings around

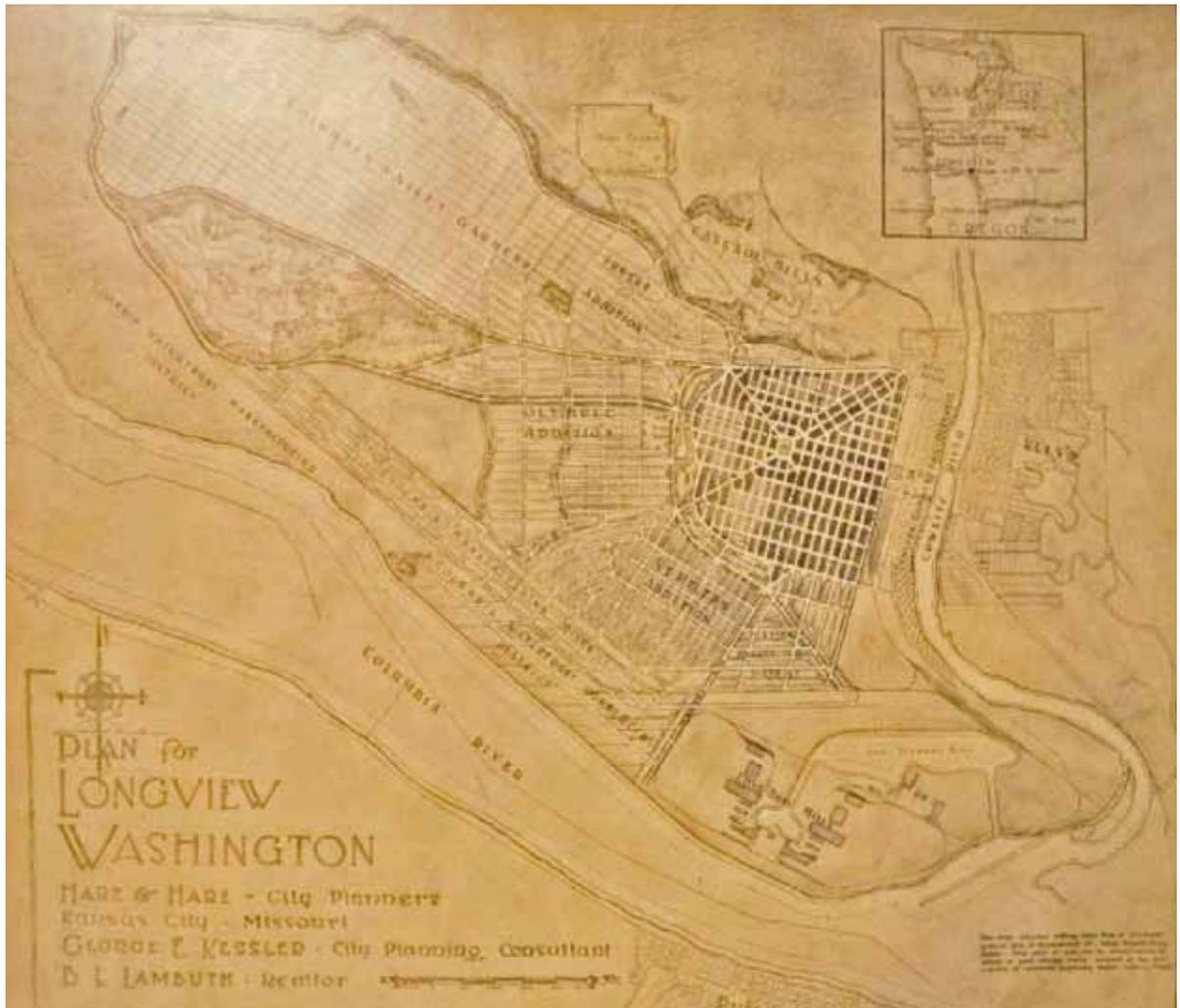


Figure 1.4 Rendering of Longview as Envisioned by Hare and Hare City Planners, 1923

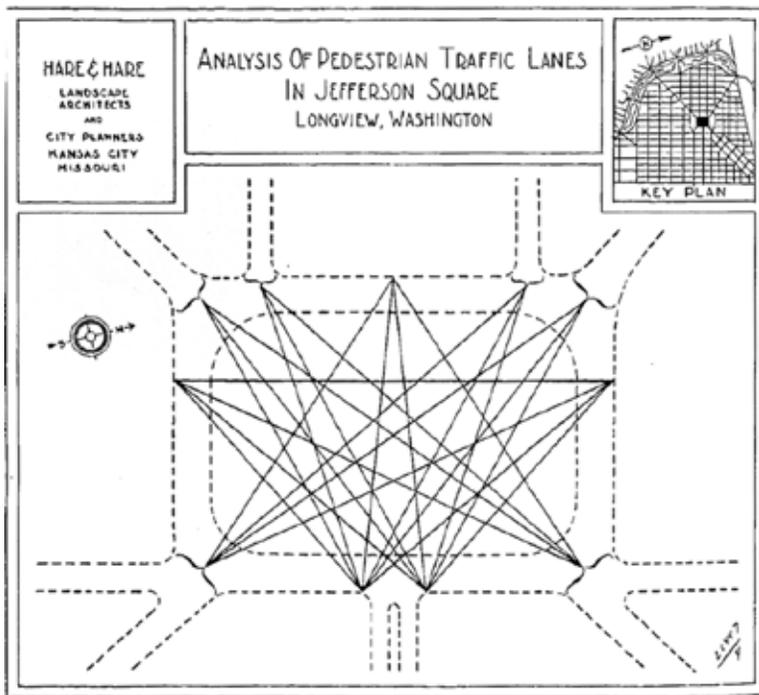


Figure 1.5 Pedestrian Analysis By Hare and Hare for Design of R.A. Long Park

a central park meant to be the anchor and focus of the civic core. Originally designated as Jefferson Park, it has since been named after Longview's founder, benefactor, and namesake, R.A. Long.

History of R. A. Long Park

Prior to development Hare and Hare undertook an extensive analysis of the site. In particular they did an analysis of pedestrian traffic (figure 1.5) because they intended for the park to be an active area heavily used by pedestrians moving between civic buildings

The original plan (figure 1.6) shows the original intent of the design - a formal network of pathways and clear axial views organizing and surrounded by large, less formal expanses of lawn and mature deciduous trees, all of which finds focus in the central raised terrace

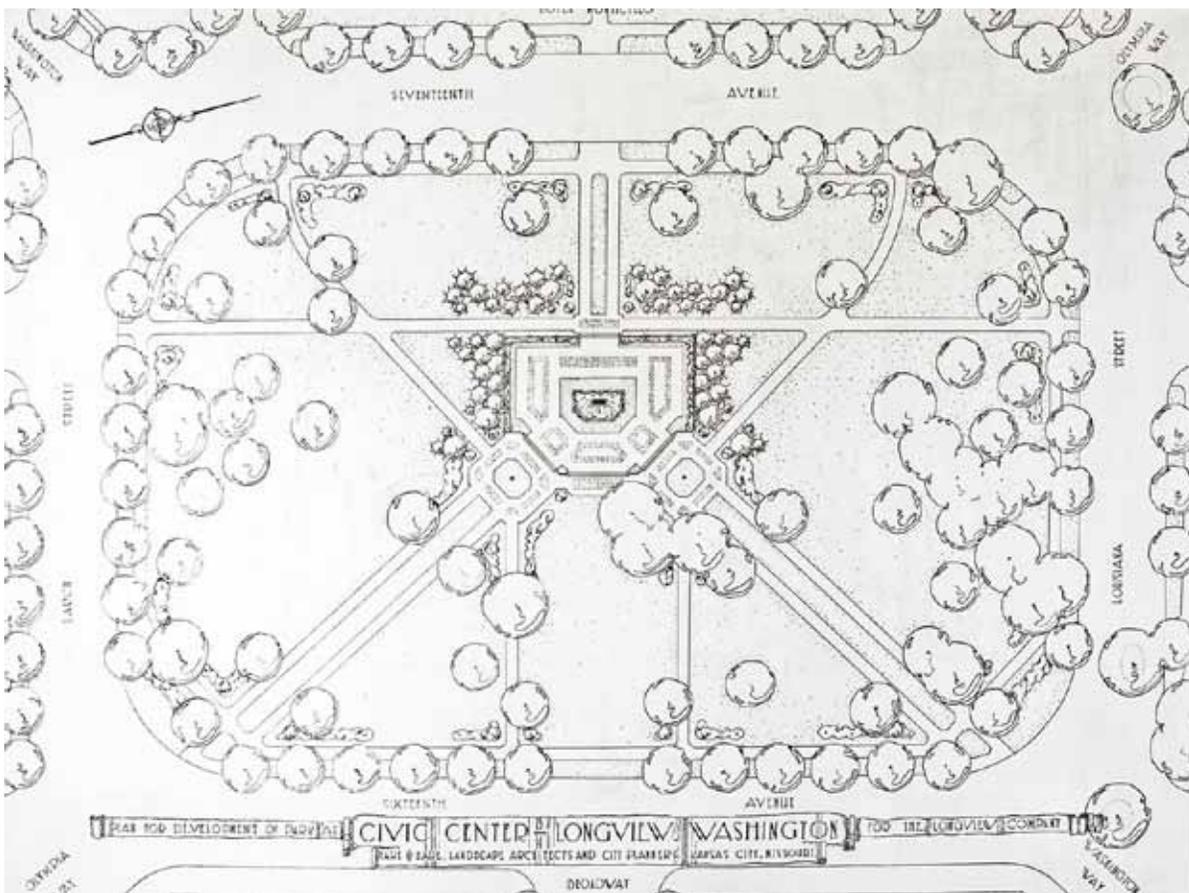


Figure 1.6 Pedestrian Analysis Map Created By Hare and Hare for Design of R.A. Long Park

(figure 1.7). The evergreens surrounding the central space are shown adding definition to the terrace without dividing it visually or physically from the surrounding park in both the original plan (figure 1.6) and in an early rendering of how the finished park was meant to look (figure 1.8). To give additional emphasis to the raised terrace, S Herbert Hare noted (in an article in Parks & Recreation Journal published eight years after the Park's completion):

"One of the interesting features of the design is a raised terrace near the center of the park. [...] The central area of the terrace, now in flower bed, is intended in the future to be occupied by some monumental sculpture or fountain"

Situated between the newly completed 'Hotel Monticello' (figure 1.9), the library, the post office, and the future City Hall, the Park was also conceived as a place for formal gardens to showcase civic pride (figure 1.10) and a space to accommodate important events and civic gatherings (figure 1.11).



Figure 1.7 Central Raised Terrace of R.A. Long Park, circa 1925

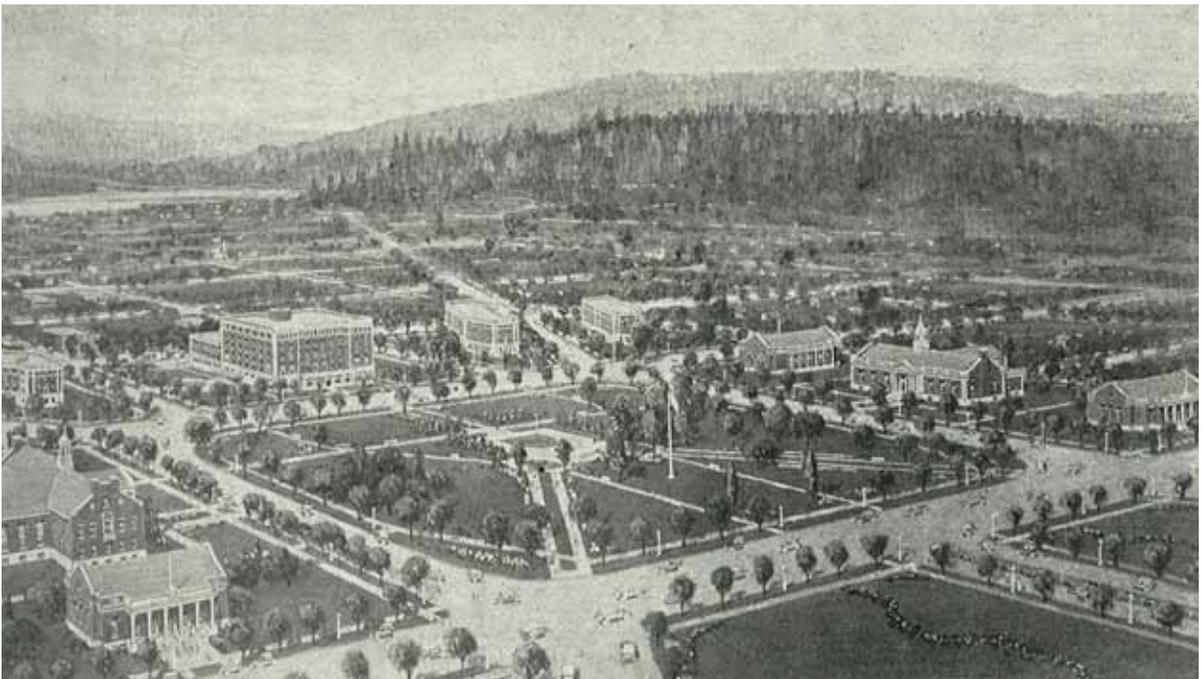


Figure 1.8 Early Concept Rendering of R.A. Long Park and the Civic Center Circle

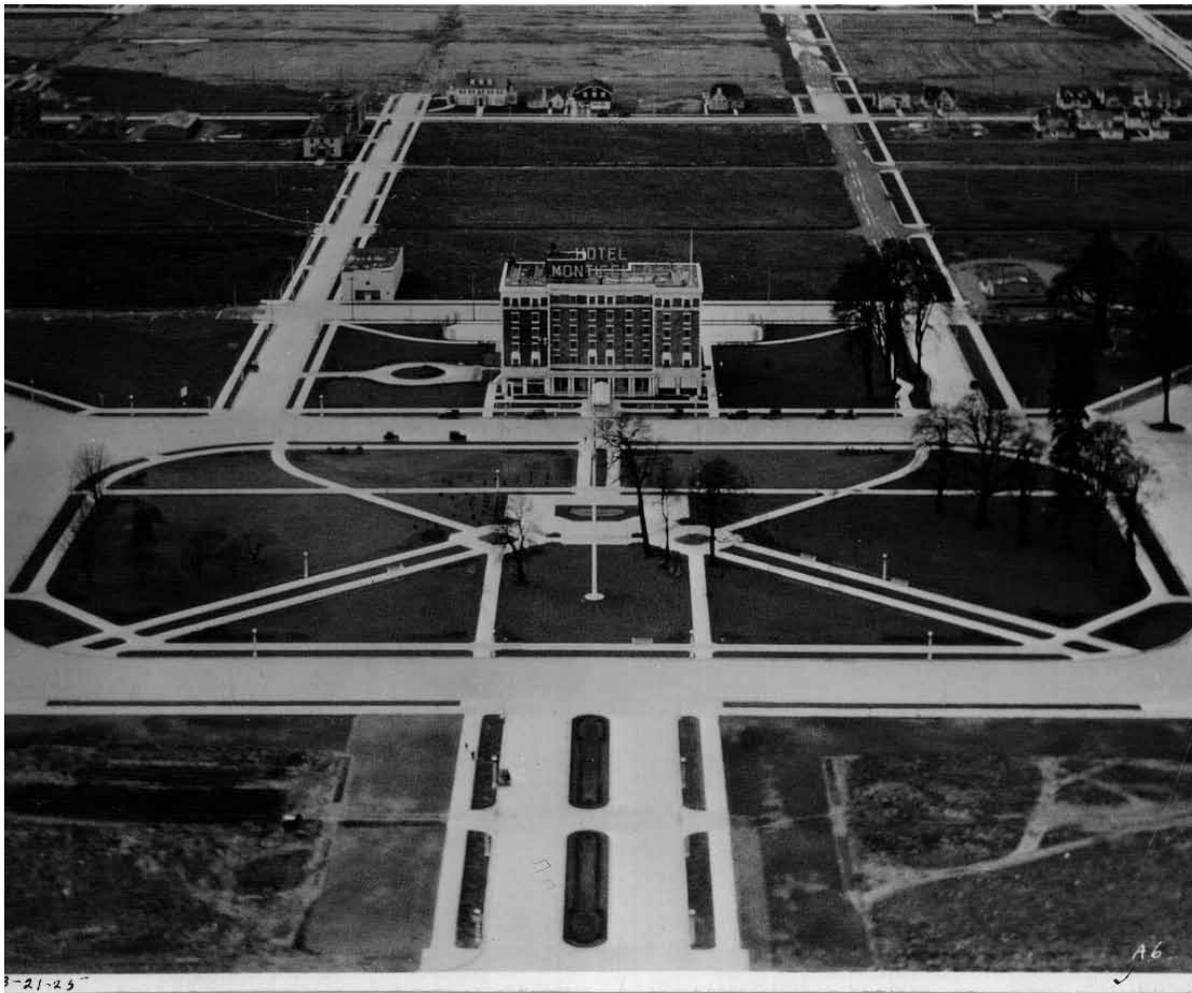


Figure 1.9 Aerial View of R.A. Long Park, 1925

Existing Condition of R. A. Long Park

As the city of Longview grew up around R.A. Long Park, the essential layout of the sidewalks and central plaza remained unchanged. However, the site furnishings -- most notably the original benches and light poles -- have not survived intact and have been replaced as needed with furnishings of a variety of styles. Additions to the Park not shown in the original plans include the central bust of R.A. Long, the sun dial, trash cans, picnic tables, electrical service, mail and ballot boxes, and several monuments and historic markers.

Since its completion in 1925, the most significant change the Park has experienced is the growth and maturation of its trees, especially over the first 30 years (for comparison of 1925 and 1955 see figures 1.12 and 1.13). Similar to the hardscaping, most of the trees shown in the original plans have survived. These trees now frame and create a sense of enclosure for the central plaza (figure 1.14) and provide shade and structure for the informal lawn areas of the Park (figure 1.15). The large deciduous trees in the Park are an asset to the Park and the community. On the other hand, the evergreens surrounding the central plaza have now grown taller and denser than originally intended and currently create too much visual separation from the remainder of the Park (figure 1.16).

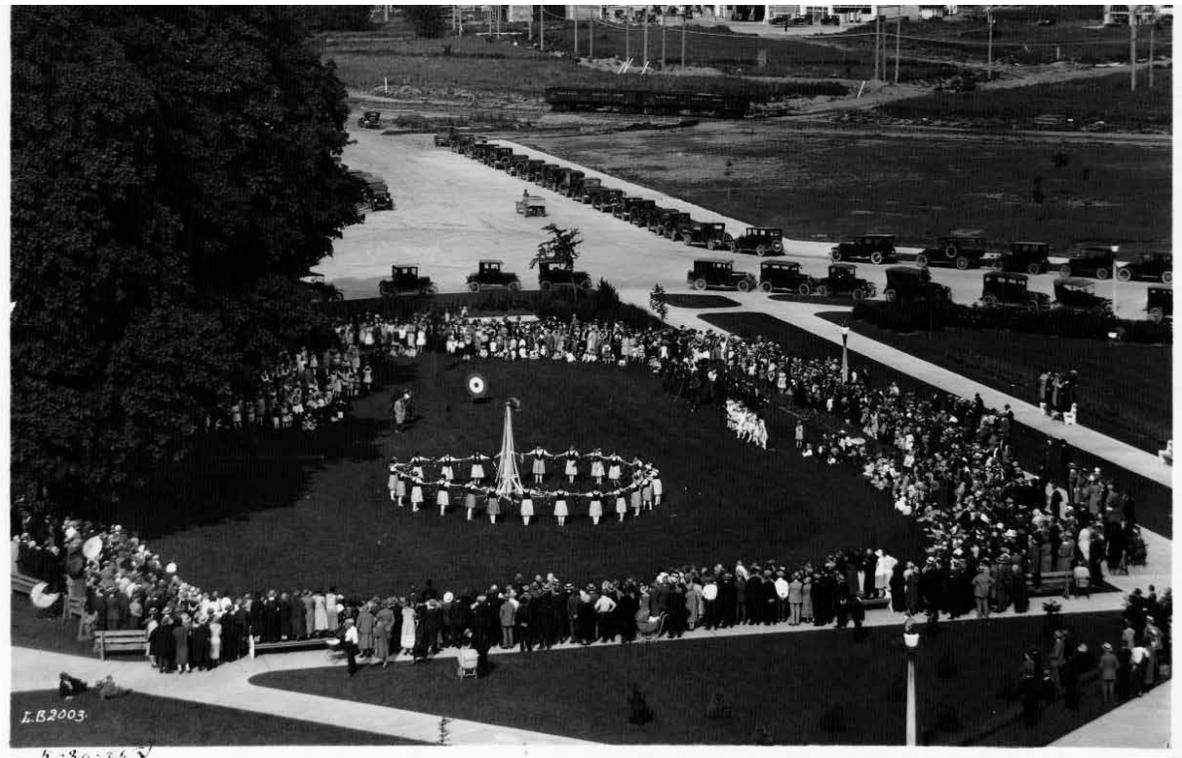
Some of the elements added to the Park after its completion have impacted the original design intent. For example, the addition of mail boxes, the ballot box, street signage, and lights along the Broadway Street axis has cluttered this view (figure 1.17). After almost a century of service, the historic paving is now showing the signs of age and many areas are in need of replacement (figure 1.18). While the park was designed to be an active space, it is currently under utilized except during special events, such as the annual holiday lights display.



3-29-26

L.B. 2185

Figure 1.10 Early Spring Flowers in R.A. Long Park, 1926



L.B. 2003

5-30-25

Figure 1.11 Spring Celebration in R.A. Long Park, 1925



Figure 1.12 Central Plaza of R. A. Long Park, circa 1925



Figure 1.13 Matched Photo of Central Plaza, circa 1955



Figure 1.14 R.A. Long Bust with Monticello Hotel Visible in Background



Figure 1.15 Mature Trees and Lawn in North of Park



Figure 1.16 Dense Trees Surrounding Central Plaza Area



Figure 1.17 View into Park from Broadway with Mailboxes and Lightpole Obscuring Flag and Veteran's Memorial



Figure 1.18 Damaged Steps and Paving Near R.A. Long Bust



Figure 1.19 Wide Pavement Section

Traffic Conditions in the Civic Center Circle

The layout and dimensions of the Civic Center Circle roadway were developed before the advent of modern transportation engineering. In response to a review of collisions data, traffic patterns, and general roadway/intersection capacity, it has been observed that there are:

- Inadequate sight distance for pedestrians and vehicles at intersections
- Conflict points with driveways and connection points in Circle
- Long pedestrian crossing times
- Speed issues due to the width of the roadway

The long crossing times and speed of traffic create a hazard for those wishing to get to the Park (figure 1.19). Originally intended as a wide promenade with mixed pedestrian, vehicular, and carriage circulation, the roadway now functions as a throughway for the larger road network (93% of traffic is through traffic). Additionally, weaving friction is created by having two lanes in or out at NE and SW corners.

Summary and Initial Insights

R.A. Long Park has a rich and significant history that should be celebrated in the final Masterplan design including ensuring that the final solution fits within the original design intent of the Park. As the center piece of the historic district, the Park's furnishings and light poles should be historically appropriate. Opportunities should be provided to tell the rich and unique story of the Park, the City of Longview, and the community.

Given its size and prominent location in the City, the Park is under utilized. Including elements that activate the Park and develop it as a community destination while maintaining opportunities for passive recreational use will be crucial to the Park's future success. As part of this process, damaged paving needs to be fixed or replaced.

The current traffic and design of the Civic Center Circle roadway are hazardous and make access to the Park difficult. The road and intersections should be re-designed to increase vehicular and pedestrian safety. Addition elements should be added as needed at pedestrian crossings to further increase safety and accessibility and to create a sense of welcoming to the Park. Potential Improvement elements include elimination of parking on one side of the circle, bulb outs to reduce pedestrian crossing times and improve visibility, reduction of circulating lanes, relocation of mail and voting boxes, and reducing the location and number of connections into the circle.

Finally, all proposed solutions should be evaluated for durability and sustainability

Visioning Process

Public Workshop #1 and Summary Results



The Visioning Process

As a first step in the masterplanning process, a visioning workshop was held. The primary objectives of this meeting were to:

- Introduce the community to the project
- Gather community input in order to develop a shared vision for the masterplanning effort, and
- Begin to understand the types of improvements the public feels are appropriate for the Park and Circle

Visioning Workshop Format

An initial presentation for R.A. Long Park & the Civic Center Circle was given by the City and the Design Team, including a project overview, outline of public process, discussion of key goals, and description of the transportation and park elements for the group exercises that followed. The boards, presentation, and results of these exercises are included in Appendix B.

Workshop attendee's were organized into groups of 8-10 to participate in a series of group exercises, with Design Team and Steering Committee members acting as Group Leaders. Four exercises were developed to gather input and to guide the Master Planning process:

Exercise 1:

Over the course of 15 minutes participants generated, discussed and ranked ideas for the project's vision and most important goal addressing the questions:

- What is your overall vision for RA Long Park?
- What is the single most important goal for the project?

These ideas were written on a full size board for later presentation to the larger group.

Exercise 2:

Over the course of 10 minutes participants identified important elements and aspects of the Park addressing the questions:

- Do you currently use RA Long Park?
- If so, what do you do when you visit the Park?

Responses were recorded by placing a blue voting dot on a graphic map of the existing Park (figure 1.2). Participants were encouraged to write or draw on the plan board or place their dot outside the park if they don't currently use the Park.

Exercise 3:

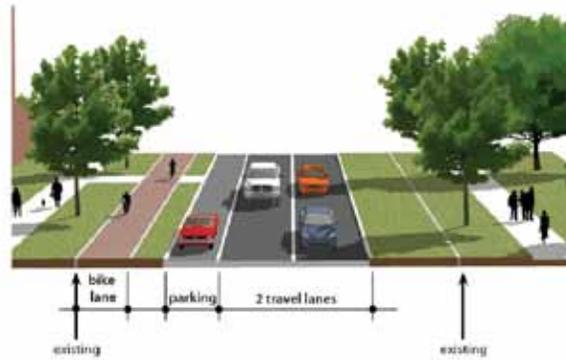
Over the course of 15 minutes, participants addressed the following questions:



Figure 2.1 Graphic Map of Existing R.A. Long Park and Access Points



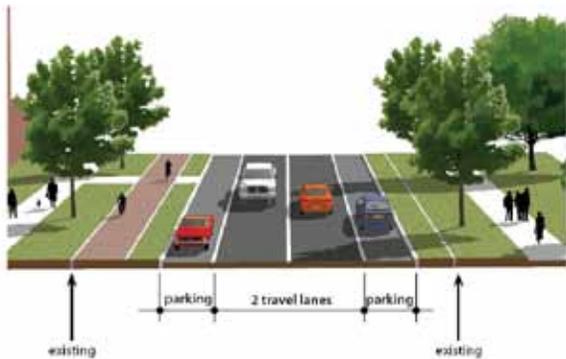
EXISTING CONDITION



OPTION A - TRAFFIC CALMING



OPTION B - LOCAL ACCESS



OPTION C - TWO-WAY TRAFFIC WITH PARK EXPANSION

Figure 2.2 Existing Condition and Transportation Initial Concept Alternatives for the Civic Circle



Figure 2.3 Images of Transportation Character Options

- When you visit the Park, how do you get there?
- Where do you enter the Park?
- Which transportation character option or options do you prefer?

Participants identified how they get to the Park by placing yellow voting dots on a plan of the Park (figure 2.1) and discussed and identified their favorite transportation option by placing a blue voting dot on boards showing the transportation character and options (figures 2.2 and 2.3).

Exercise 4:

Over the course of 15 minutes participants identified which program elements they felt would benefit the Park by addressing the questions:

- Which of the potential uses for the Park do you like the most?
- What other uses would attract you to the Park?

Participants recorded their responses by placing voting dots on their favorite ideas on the program boards (figure 2.4). Participants were encouraged to write comments or draw on the boards to provide additional input.

At the conclusion of exercise 4, the group leader for each table briefly reported back the results of each exercise to the larger group. The following sections are a summary of the results of these four exercises.

What vision should guide the redevelopment of the Park?

In response to exercise 1, groups identified a wide variety of goals within which there was a great deal of overlap. The following table is a summary of results for exercise 1 including the number of votes that each vision item received:

What is your overall vision for R.A. Long Park?		
Rank	Vision for Park	Votes
1	Improve Pedestrian Access to Park/Slow Traffic around Circle	9
2	Increase Number of Community Events/Improve Facilities for Events	7
3	Maintain Historic Character of the Park	5
4	Improve Passive/Individual Amenities (benches, walking paths, etc.)	4
5	Add New Elements to draw People to the Park (shelter, art, water features, etc.)	4
6	Maintain Existing Trees and Green Space/Minimize Changes to Park	3
7	Maintain Traffic Flow Capacity	2
8	Improve Plantings	1

From this information the following Core Principles were identified to guide the development of the Concept Alternatives to be presented at Public Workshop #2:

- Improve pedestrian safety and access to the Park
- Slow traffic around the Civic Center Circle
- Promote and provide opportunities for year-round community events
- Celebrate and preserve the historic character of the Park and the Civic Center Circle
- Provide for both active and passive uses in the Park
- Explore new elements and activities that will attract people to the Park

How is the Park currently used?

The summary of responses to exercise 2 are shown in the following table:

Do you use RA Long Park? If so, what do you do when you visit the Park?		
Rank	Park Area Used	Votes
1	Central Plaza/R.A. Long Bust	14
2	Do Not Use Park	8
3	East Lawn/Flagpole	7
4	Ballot Box/Mailboxes	4
5	View Christmas Lights/Other Events	3
	Events on NW Lawn	3
	Walk Grounds/View Trees	3
	Perimeter Sidewalk Loop	3
-	Other Uses	6

Public feedback indicates that the central plaza receives the most concentrated usage (28% of all votes). If the central plaza is considered as contiguous area with the lawn to the east that encompasses the flagpole the area received 42% of all votes. The next largest category was non-users of the Park (16%). The remaining uses listed by the public (42%) were aggregated as 'dispersed' usages.

The results suggest that the central plaza is a major attraction to visitors but that the Park is equally used for less focused activities and that both type of activities, focused and dispersed, should be included in all Concept Alternatives developed for the second Public Workshop. The challenge is to strengthen existing elements and provide new ones that will attract current non-users into the Park.

How do Park users currently get to the Park?

The summary of results from the first part of exercise 3 are shown in the following table:

When you visit the Park, how do you get there? Where do you enter the Park?		
Rank	Crosswalk/Access Point	Votes
1	Monticello Hotel	17
2	City Hall/Broadway	12
3	Louisiana St/NW Corner	5
4	SW Corner	4
5	Library	3
	Post Office	3
	NE Corner	3
6	SE Corner	2
7	Larch St	1

Consistent with the results from Exercise 2, the main points of entry to the Park are along the central east-west axis where the areas of highest use were indicated. From this information, preserving and strengthening the access points at the Monticello Hotel and at Broadway/City Hall was considered to be a key objective in the development of all Concept Alternatives.

What are the preferred transportation elements for the Civic Center Circle?

The summary of results for the second part of exercise 3 are shown in the following table:

Which transportation elements do you prefer?		
Rank	General Strategy	Votes
1	Two-way Traffic/Street Closure	31
2	Existing Condition	30
3	Local Access	28
4	Traffic Calming	
Specific Elements		
1	Raised Crosswalks	9
2	Curb Bulbs	2
	Mid-Crossing Pedestrian Refuges	2
	Pedestrian Connection	2
3	Separated Bike Path	1
	Local Access Lane	1
	On-Street Parking	0
	Integrated Bike Path	0
Significant Write-In Elements		
	Close/Limit Access from other Streets on the Circle	4
	Add Angle Parking to Existing Condition	3
	Remove Parking Around Park	2

Much of the conversation for the second part of Exercise 3 revolved around the general concepts presented. Per the results of the voting, no general strategy stands out as a clear winner. The Existing Condition, although

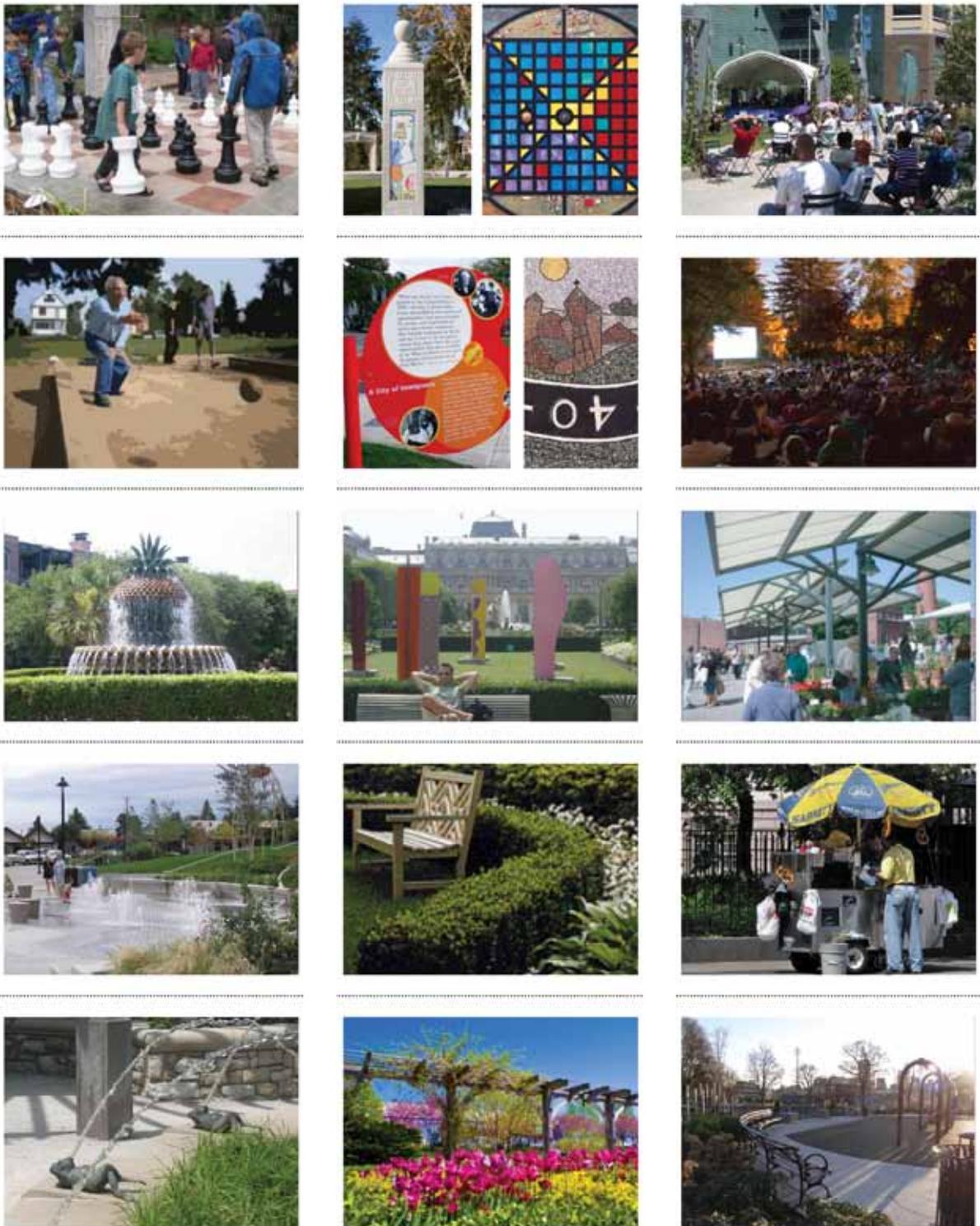


Figure 2.4 Images of Potential Park Uses and Elements

not presented as a concept, also received votes on par with the other concepts. Although rated the highest, there were many write in ‘anti-votes’ against the Two-Way Traffic with Park Expansion concept. Voting on specific elements was low except for raised crosswalks which stood out as a preferred strategy. As a result, it was considered important to give this strategy primary consideration for use in all of the Concept Alternatives developed for the second Public Workshop.

The mixed results from this Exercise also indicated that the Concept Alternatives developed for the next Public Workshop should do the following:

- Show a gradient among the alternatives that range from traffic calming with the least change to the existing roadway, to significant change including either Two-Way Traffic with Park Expansion or Local Access.
- Include elements from all of the strategies to allow the Public to choose from both the overall alternative they like best and favored individual elements within each alternative.

Which potential uses for the Park are the most preferred?

The summary results for exercise 4 are shown in the following table:

Which of the potential uses for the Park do you like the most?		
Rank	Crosswalk/Access Point	Votes
1	Concerts and Performances	30
2	Improved Crossings/Entries to the Park	29
3	Traditional Public Fountain	22
4	New or Upgraded Plantings	18
5	Improved Lighting	16
	Interactive Spray Feature	16
6	Space for Temporary Art	15
7	Improved Site Furniture	12
8	Sustainability in Park	10
9	Farmer’s Market	8
10	Outdoor Movies	7
	Improved Accessibility in Park	7
	Game Courts	7
	Playful Fountains	7
	Other Uses	17

In addition to the above, there were several write-in Program Elements: as shown in the following table:

Write-In Elements		Votes
	Covered Area for Activities	4
	No Permanent Covered Area	4
	Wading Pool	1
	Repair Platform Around Bust	1
	Blinking Lights in Crosswalks	1

The voting on Program Elements was evaluated in the following way:

- >20 votes : Critical Elements that should be heavily considered in all concept alternatives
- 10-19 votes : Primary Elements that should be used to the greatest extent possible in all concept alternatives
- 2-9 votes Secondary : Elements that should be used as needed to support and enhance Critical and Primary Elements
- 0-1 votes : Non-Critical Element

Integrating the Program Elements with the Transportation Elements reinforced the finding that the three Concept Alternatives should show a gradient of design change from a minimum to a greater amount in order to get further feedback from the Public on how much intervention the final Park Masterplan should incorporate.

Concept Alternatives

Public Workshop #2 and Online Survey Feedback



Development of the Concept Alternatives

Three design concept alternatives with a broad range of options (figure 3.1) were developed based on public feedback and the Core Principals developed in Public Workshop #1:

Concept 1:

Park improvements focused on restoration of the original design including restoring planting, lighting, furnishings and paving (figure 3.2). New park elements were kept to a minimum and included a reflecting pool, infrastructure for events, changes to the paving to improve accessibility. Transportation improvements were also kept to a minimum and included raised crossings, curb bulbs, yield control at entry approaches (figure 3.3).

Concept 2:

Park improvements focused on increasing opportunities for activity in the Park and included public art, a central water feature, game tables and courts, vendor and event space, and rain gardens (figure 3.4). Transportation improvements were designed to have a moderate impact on the existing roadway and included the pedestrian improvements from Concept 1 along with a reduction of travel lanes from 3 to 2 (figure 3.5).

Concept 3:

Park improvements focused on creating an opportunity for major events in the Park and included an event pavilion for year round use, restrooms, an interactive spray feature, a promenade for markets and festivals, overflow parking, and dramatic lighting features (figure 3.6). Transportation improvements were designed to completely change the flow of traffic and, in addition to the pedestrian improvements from Concept 1, included conversion of the Circle to 2-way traffic, reduction to two travel lane, the addition of roundabouts at Circle entries, and closed or limited access at Broadway and Larch St



Figure 3.1 Composite Images of the Three Concept Alternatives

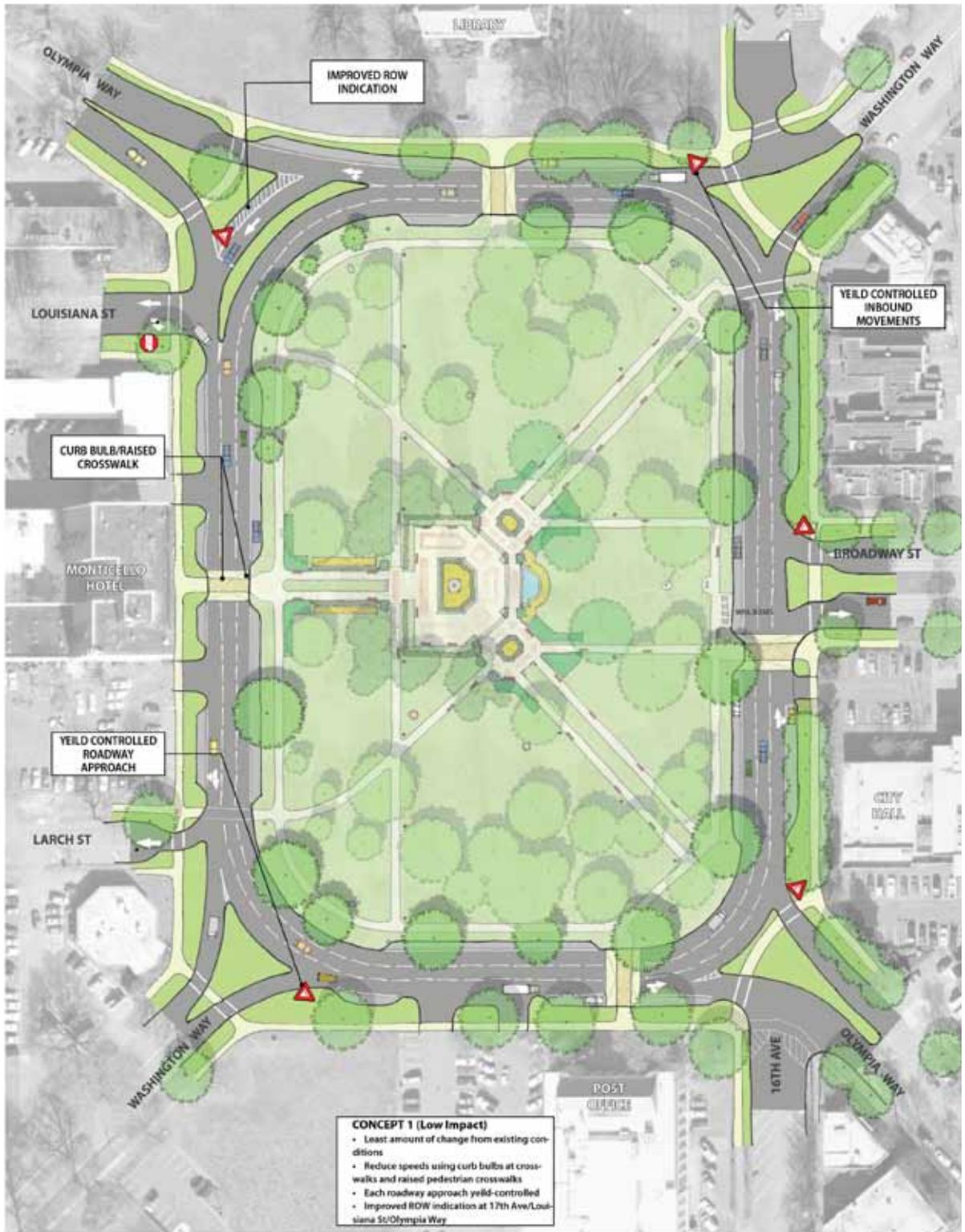


Figure 3.3 Concept Alternative 1 for the Civic Center Circle Transportation Improvements



Figure 3.4 Concept Alternative 2 for R.A. Long Park Improvements

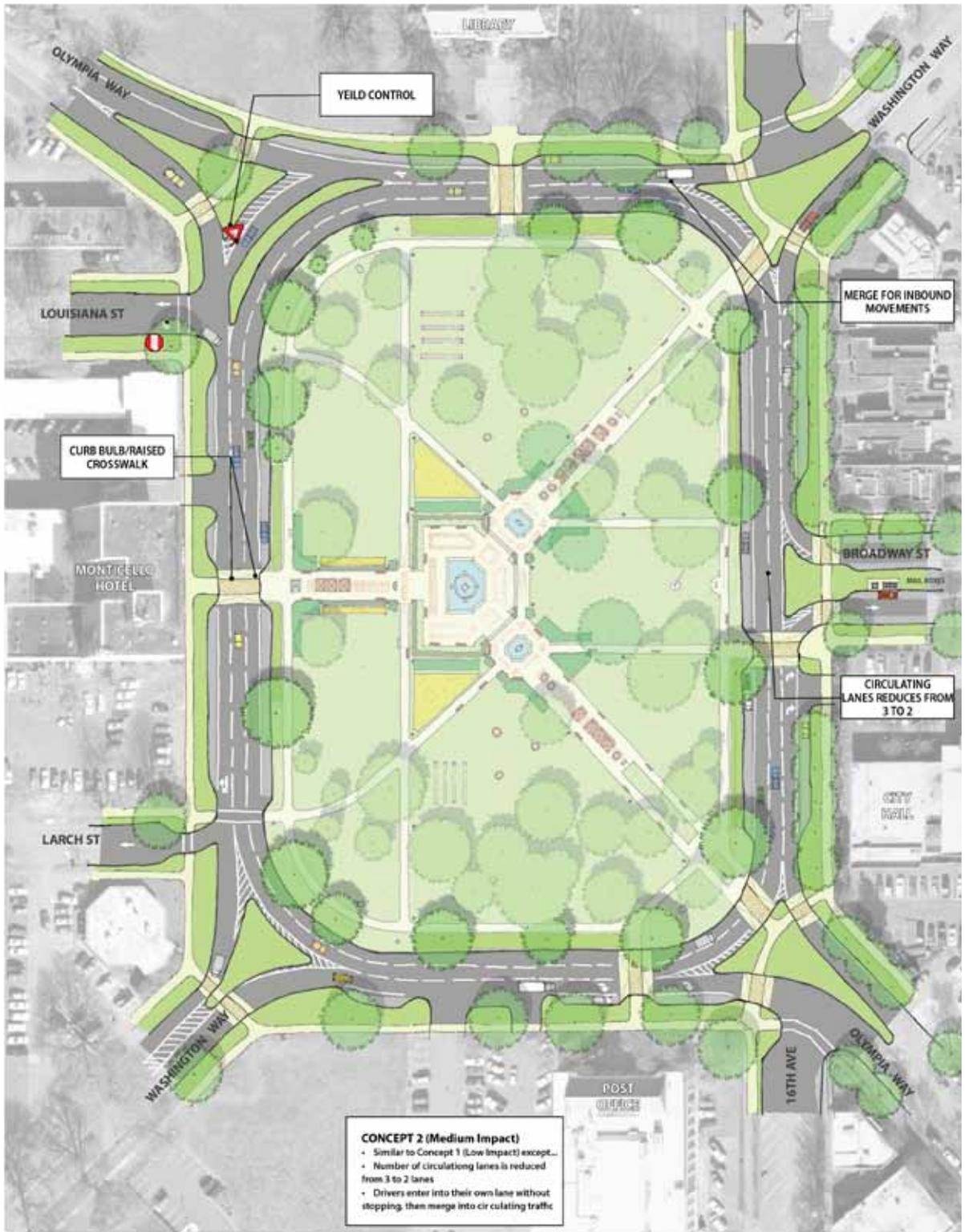


Figure 3.5 Concept Alternative 2 for the Civic Center Circle Transportation Improvements

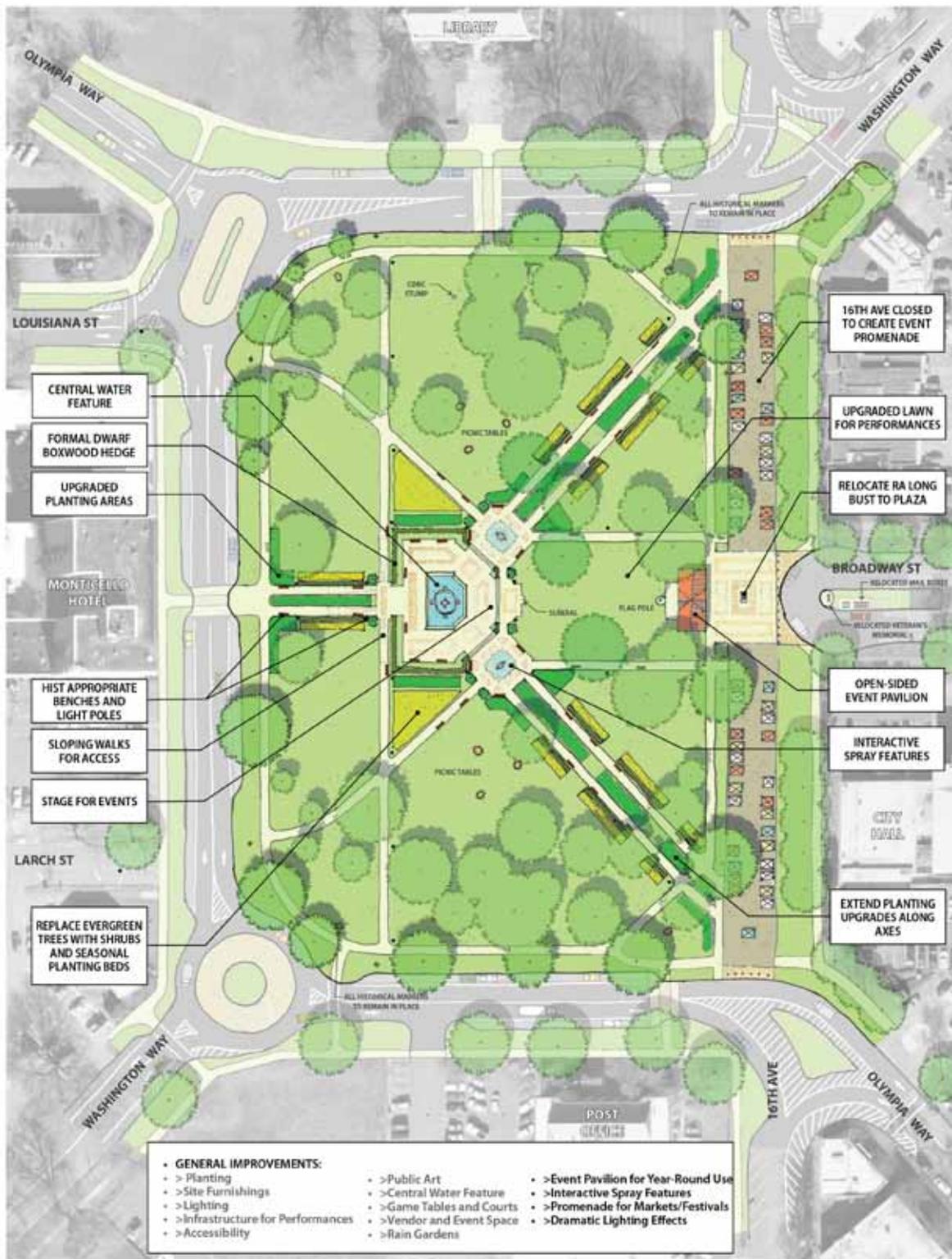


Figure 3.6 Concept Alternative 3 for R.A. Long Park Improvements

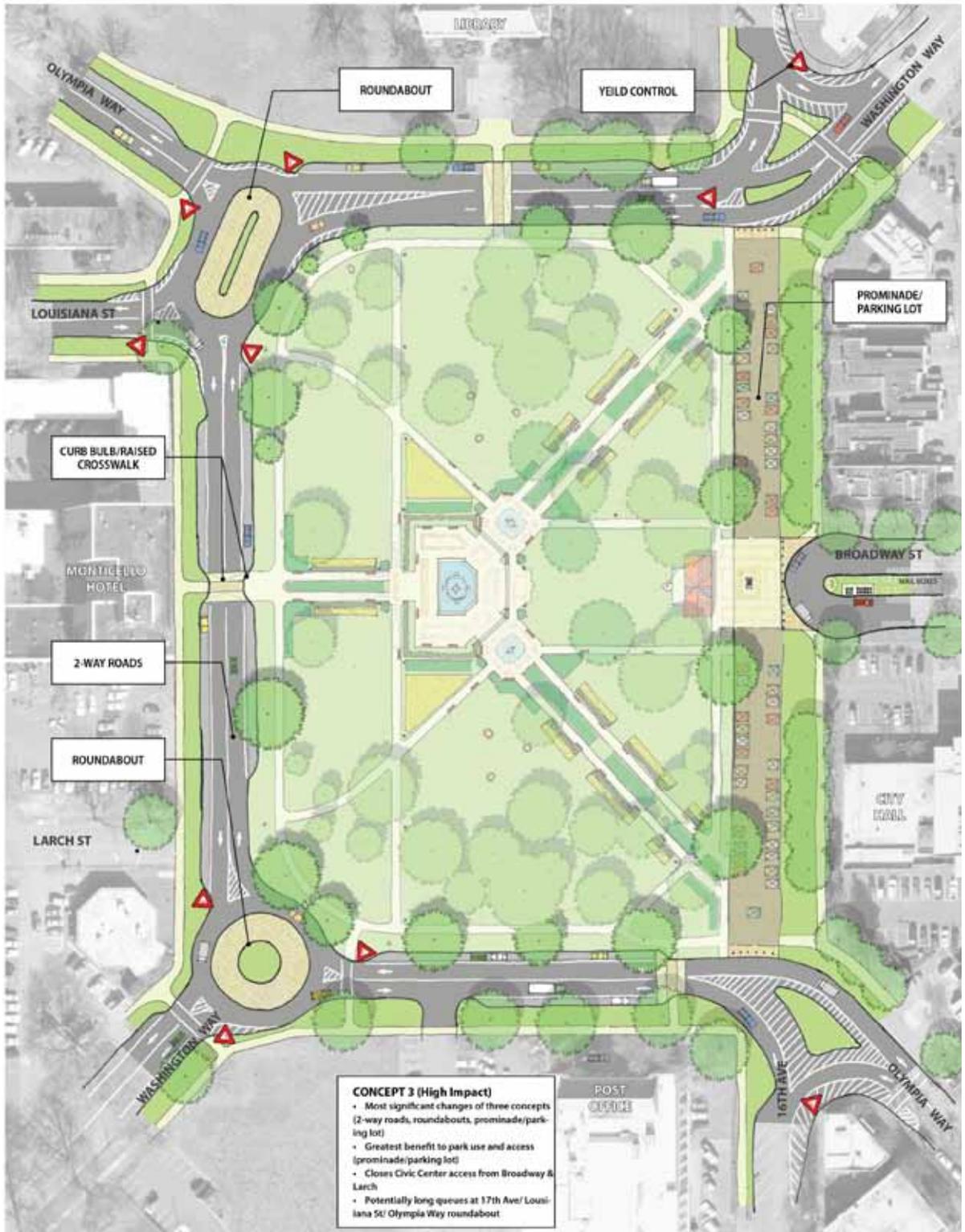


Figure 3.6 Concept Alternative 3 for the Civic Center Circle Transportation Improvements

(figure 3.7).

Concept Alternative Workshop Format

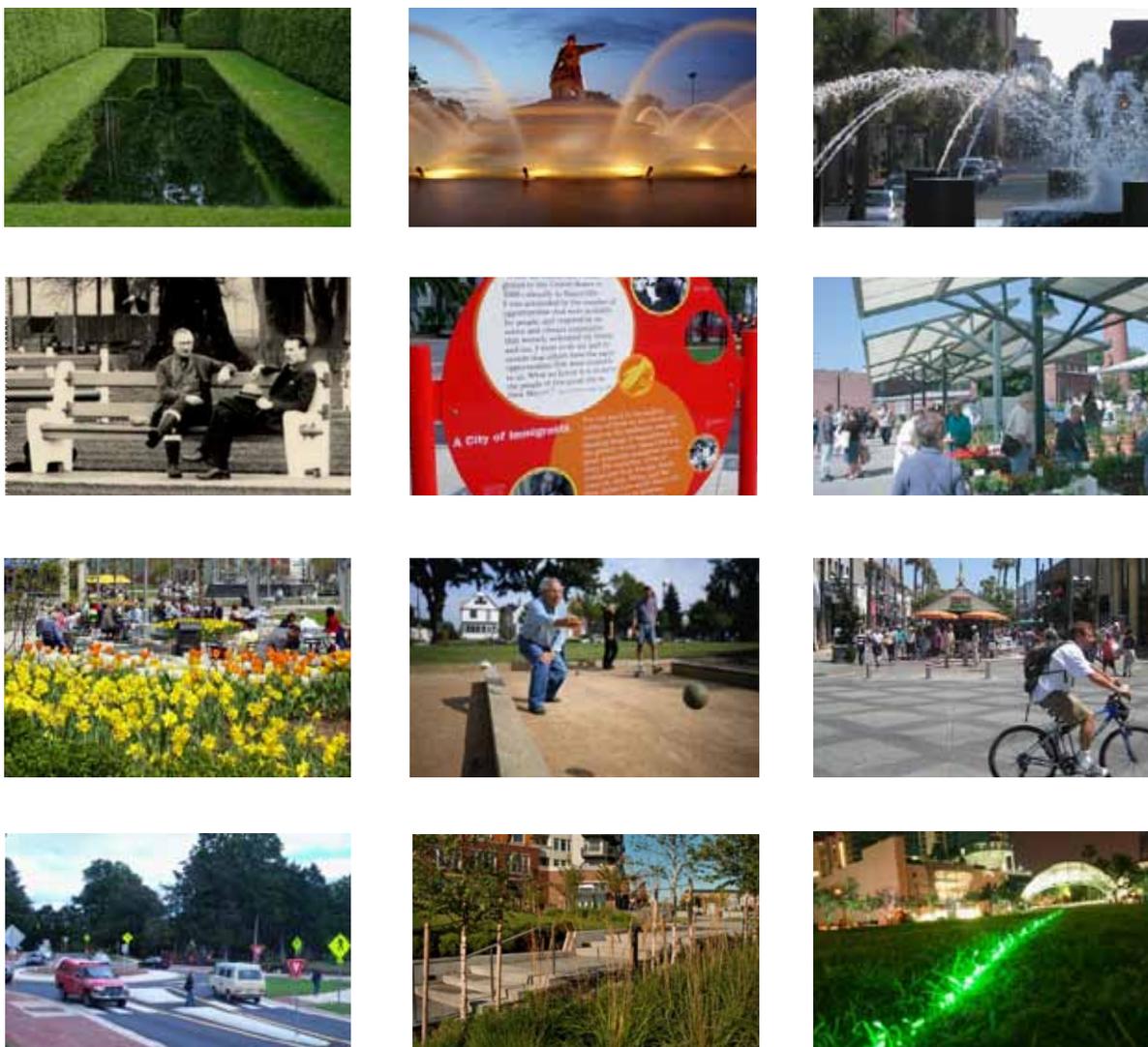
To obtain public feedback on the three Concept Alternatives, a second public workshop was held. The primary objectives of this meeting were to:

- Present the vision developed in the first public workshop
- Describe the Concept Alternatives to the public, and
- Gather public input to determine the preferred Concept and elements to be used for the Park and Circle

The meeting started with a presentation by the City and the Design Team that included a summary of the first workshop and a detailed description of the three Concept Alternatives developed for R.A. Long Park & the Civic Center Circle. The boards and presentation are included in Appendix C. Workshop attendee's were organized into groups of 8-10 to participate in a series of group exercises, with Design Team and Steering Committee members acting as Group Leaders. Four exercises were developed to gather public feedback on the three Concept Alternatives:

Exercise 1

Over the course of 15 minutes participants discussed the three Concept Alternatives and addressed the question:



CONCEPT 1

CONCEPT 2

CONCEPT 3

Figure 3.7 Composite of Images Showing the Character of Elements from all Three Concept Alternatives

- Which Concept Alternative do you prefer?

Responses were recorded by placing a voting dot on the Concept Alternative board (figure 3.1).

Exercise 2

Over the course of 15 minutes participants discussed the question:

- Which Park and Transportation Elements within the Concept Alternatives do you prefer?

Participants identified their favorite elements within all of the Concept Alternatives by placing voting dots on boards showing the concept elements (figures 3.2 through 3.7).

Exercise 3

Over the course of 15 minutes participants discussed the question:

- Which of the 15th and Hudson Concept Alternatives do you prefer?

Responses were recorded by placing a voting dot on the 15th and Hudson Concept Alternatives board (figure 3.8).

Exercise 4

Over the course of 15 minutes participants discussed the question:

- If you were to use the renovated Park, what in these designs would be the biggest attraction?

Responses were recorded by placing voting dots on a board showing uses identified in Public Workshop #1 (figure 3.9).

At the conclusion of exercise 4, the group leader for each table briefly reported back the results of each exercise to the larger group. The results of these exercises are included in Appendix C.

Online Survey

In addition to the Public Workshop, the workshop materials were made available for review on the internet. A web-based survey based on the questions from the above exercises was used to gather feedback from individuals who missed the workshop or were unable to attend.

Which Concept Alternative is the Most Preferred?

The summary results for Exercise 1 are shown in the following table:

Which Concept Alternative Do You Prefer?		
Rank	Workshop Attendees	Votes
1	Concept 1	32
3	Concept 2	1
2	Concept 3	18
Online Survey		
3	Concept 1	2
2	Concept 2	3
1	Concept 3	14

Concept #1 was preferred overall by the public workshop attendees.

Which Park and Transportation Elements are the Most Preferred?

The summary results for Exercise 2 are shown in the following table:

Which Park and Transportation Elements Do You Prefer?			
Rank	Concept Alternative	Park	Trans
1	Concept 1	26	22

CONCEPT 1



1. Restricts eastbound Hudson left-turn to Olympia but maintains all other existing movements
2. Olympia becomes northbound only
3. 16th Ave remains southbound

CONCEPT 2



1. Closes Hudson west of Olympia
2. Olympia remains two-way; no northbound left-turn to 16th Ave
3. 16th Ave remains southbound only

Figure 3.8 Concept Alternatives for Transportation Improvements to the 15th and Hudson Area

Which Park and Transportation Elements Do You Prefer?			
Rank	Concept Alternative	Park	Trans
3	Concept 2	4	6
2	Concept 3	14	14
Online Survey			
3	Concept 1	2	1
2	Concept 2	3	1
1	Concept 3	14	15

Public workshop attendees preferred the Elements from Concept 1 for both the Park and Transportation improvements while online survey respondents preferred the elements from Concept 3 for both the Park and Transportation improvements.

Which 15th and Hudson Concept Alternative is the Most Preferred?

The summary results for Exercise 3 are shown in the following table:

Which Concept Alternative Do You Prefer?		
Rank	Workshop Attendees	Votes
2	Existing Condition	14
1	Concept 1	22
3	Concept 2	4
Online Survey		
1	Concept 1	9
2	Concept 2	6

Concept 1 was preferred by both public workshop attendees and online survey respondents.

What would be the biggest attraction in a renovated Park?

The summary results for Exercise 4 are shown in the following table:

If the Park were renovated, which would be the biggest attraction?			
Rank	Program Element	Workshop	Online
1	Raised Crosswalks	13	8
2	Traditional Central Fountain	7	3
3	Interactive Spray Features	5	1
4	Reduced Traffic/Improved Crossings	4	9
5	Reflecting Pool	3	2
6	Open-sided Event Pavilion	2	6
7	Upgraded Performance Space	1	6
	Upgraded Planting	4	2
	Historic Site Furnishings	4	1
	Event Promenade	1	11
	Dramatic Lighting	3	0

Voting by the workshop attendees indicates:

- Raised crosswalks were voted as the 'biggest attraction'
- Traditional Central Fountain and Interactive Spray Features received high votes (same results in PW #1), and should be incorporated into the preferred alternative.
- Upgraded planting, Historic Site Furnishings, and Reduced Traffic/Improved crossings received several votes and should be incorporated into the preferred alternative.

Development of the Preferred Alternative

After the conclusion of Workshop #2, the Design Team, in consultation with the City and Steering Committee members, developed a Preferred Alternative. As a starting point, the Core Principles developed in Workshop #1 were used as guiding criteria for development of the Preferred Alternative:

- Improve pedestrian safety and access to the Park
- Slow traffic around the Civic Center Circle
- Promote and provide opportunities for year-round community events
- Celebrate and preserve the historic character of the Park and the Civic Center Circle
- Provide for both active and passive uses in the Park
- Explore new elements and activities that will attract people to the Park

Within this context, the form and elements favored by the public from the Concept Alternatives in Public Workshop #2 were used to develop the Preferred Alternative. The restoration focused Concept Alternative (Concept #1) was the most popular and provided the form and most of the elements used, including:

- A traditional central fountain
- Infrastructure for events
- Preservation of passive use
- Minimal traffic flow revisions
- Focus on raised crosswalks and enhanced pedestrian safety
- Restoration of the central, formal gardens

Because the event Concept Alternative (Concept #3) was a close second, the most favored elements from this concept were included in the final plan, including:

- Secondary spray features
- Restoring the welcoming feel of the central plaza

The final guide for development of the Preferred Alternative was the historical context and original design of the Park. Key elements drawn from the original design intent include:

- Restoring the axis/views down Broadway
- Introduction of a central fountain in the plaza
- Supporting the historic use for community forums and events

The Preferred Alternative concepts and plan are included in Appendix D.

Public Open House

The final step in the public involvement process was a Public Open House. The objectives of this final public meeting were to:

- Take comments on the adequacy of the two Public Workshops
- Allow for final public comments on the Preferred Alternative

The meeting started with a presentation by the City and the Design Team that included a summary of the first two workshops and a detailed description of the Preferred Alternative developed for R.A. Long Park & the Civic Center Circle. In order to obtain comments, the participants were encouraged to fill out comment cards. The presentation, boards, and comment cards are included in Appendix D.

Overall, the majority of participants indicated that the public input process had been a positive experience as shown in the following table:

What did you think of the public process for R.A. Long Park and the Civic Center Circle?		
	Very Happy	44%
	Satisfied	50%
	Dissatisfied	6%

Responses on the comment cards reiterated many of the objectives identified in the public workshops including:

- Safe access to the Park is a high priority
- Traffic entering the Civic Center Circle should yield to traffic in the Circle
- Consensus that the intersection at 15th and Hudson needs to be improved

Additional comments related to the Preferred Alternative include:

- The R.A. Long should be relocated to the plaza in front of the Library
- The removal of the dense evergreen trees is OK if the new planting design is aligned with the design intent of the original plans
- Restrooms should be included in the new Park design
- Consider using blinking in-ground lights, overhead or sign-mounted lights, or other strategies in addition to the raised crosswalks to increase pedestrian safety
- Consider traffic flow and cueing when relocating the mailboxes and ballot box

Longview Parks Board, CAAT, and HPC Review

A presentation of the Preferred Alternative was made to a joint meeting of the Longview Parks Board, the Community Assessment Action Team (CAAT), and the Longview Historic Preservation Commission (HPC). Comments from this meeting include:

- Confirmation that the R.A. Long bust should be relocated to the plaza in front of the Library
- Crosswalks should be prioritized when developing the budget and phasing plan

The Masterplan Concept is the Preferred Alternative as updated in response to review comments from the Public Open House, the Longview Parks Board, the CAAT, and the Longview HPC.

Masterplan Concept

Public Open House and City Council Review



Introduction

The Park Masterplan concept is an integration of three key sources of information:

1. The historical context of the Park
2. An assessment of the existing condition and use of the facilities
3. Input on the needs and desires of the community as gathered through the public workshops and online survey, stakeholder interviews, and review by the steering committee

Masterplan Elements and Schematic Layout

Based on historical research and public input and review, four elements were identified as critical to the success of the Masterplan Concept. These elements, shown in figure 4.1, include:

- New activity elements in the form of water features
- Increased pedestrian safety through traffic calming measures
- Improvements to the Park to accommodate events
- Restoration of key historic elements and site furnishings

The final schematic layout of uses for the Masterplan Concept is shown in figure 4.1. New elements that create active recreational space are located in the formal, central plaza area. The surrounding informal lawn and tree areas of the Park are reserved for passive uses except for the east lawn which is upgraded to accommodate larger events. New traffic islands at the Circle corners are introduced to help re-channel traffic for improved safety. Low planting and signage in the islands create a sense of entry and make the Civic Center Circle a gateway to the center of the City of Longview.

Masterplan Concept

The Masterplan concept retains the layout of the original hardscape and does not alter the trees and lawn in the less formal areas of the Park. The dense trees are removed from the central plaza and replaced with plant material that re-creates the original intent of the evergreen hedge. Overall, the objective of the Masterplan is to restore the physical feel of the Park to the intent of the original plan (figure 4.3) while including elements that will maintain existing users while also attracting new users to the Park. Layout of individual elements shown in figure 4.4.



Water

Traditional Public Fountain and interactive water features provide opportunity for activities and increase use in the park



Traffic Calming/Pedestrian Access

Raised crosswalks, one per quadrant of the Circle, provide clear, safe access to the park and announce key points of entry



Infrastructure for Events

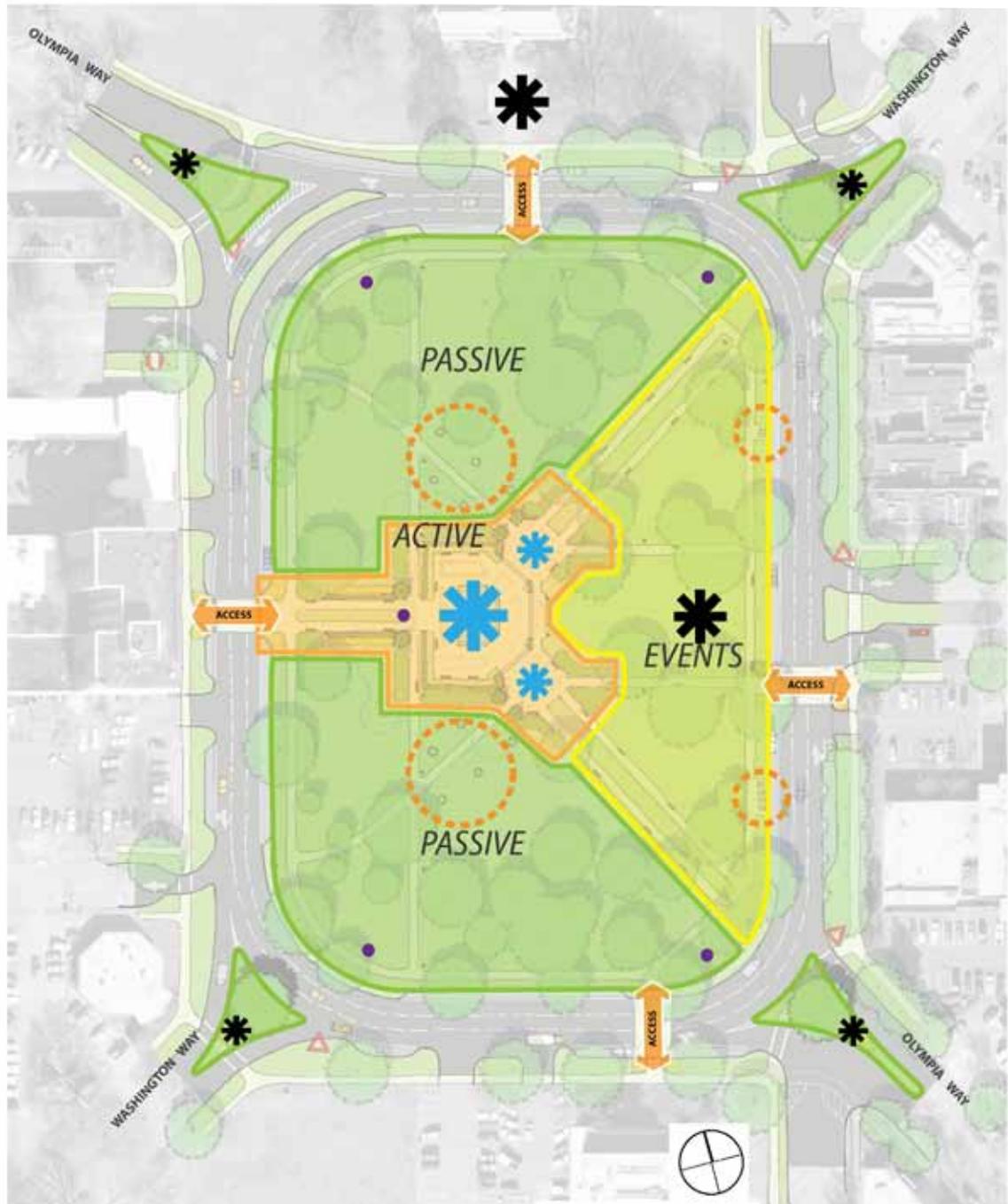
Sub-surface reinforcement for lawn at event and maintenance access areas, upgraded utilities, and restored paving provide support for large community events



Restored Historic Elements

Planting and furnishings that have been removed over time will be restored including low hedges, seasonal planting, ornamental lights, and benches in their original locations

Figure 4.1 Key Elements of the Masterplan Concept



LEGEND		
Pastoral Areas / Passive Recreation	Crosswalks / Traffic Calming	Identity Elements
Formal Gardens / Active Recreation	Water Features / Active Areas	Activity Zones
Upgraded Lawn / Event Space		Historic Elements and Monuments

Figure 4.2 Functional Use Diagram and Legend for the Masterplan Concept



Figure 4.3 Sketch of Masterplan Concept

Programming and Events

Frequent users of the re-designed Park are expected to be individuals and family-sized groups engaged in passive activities and small to medium size groups attracted to the water features and seasonal planting in the central plaza. Intermittent users are anticipated to be medium to large events that can be accommodated in the Park after the Masterplan Concept is implemented. With the proposed upgrades to the lawn and Park infrastructure, R.A. Long Park will be a major event venue for the City of Longview with the potential to accommodate events ranging in size from around 5,000 people to more than 20,000 (figure 4.5).

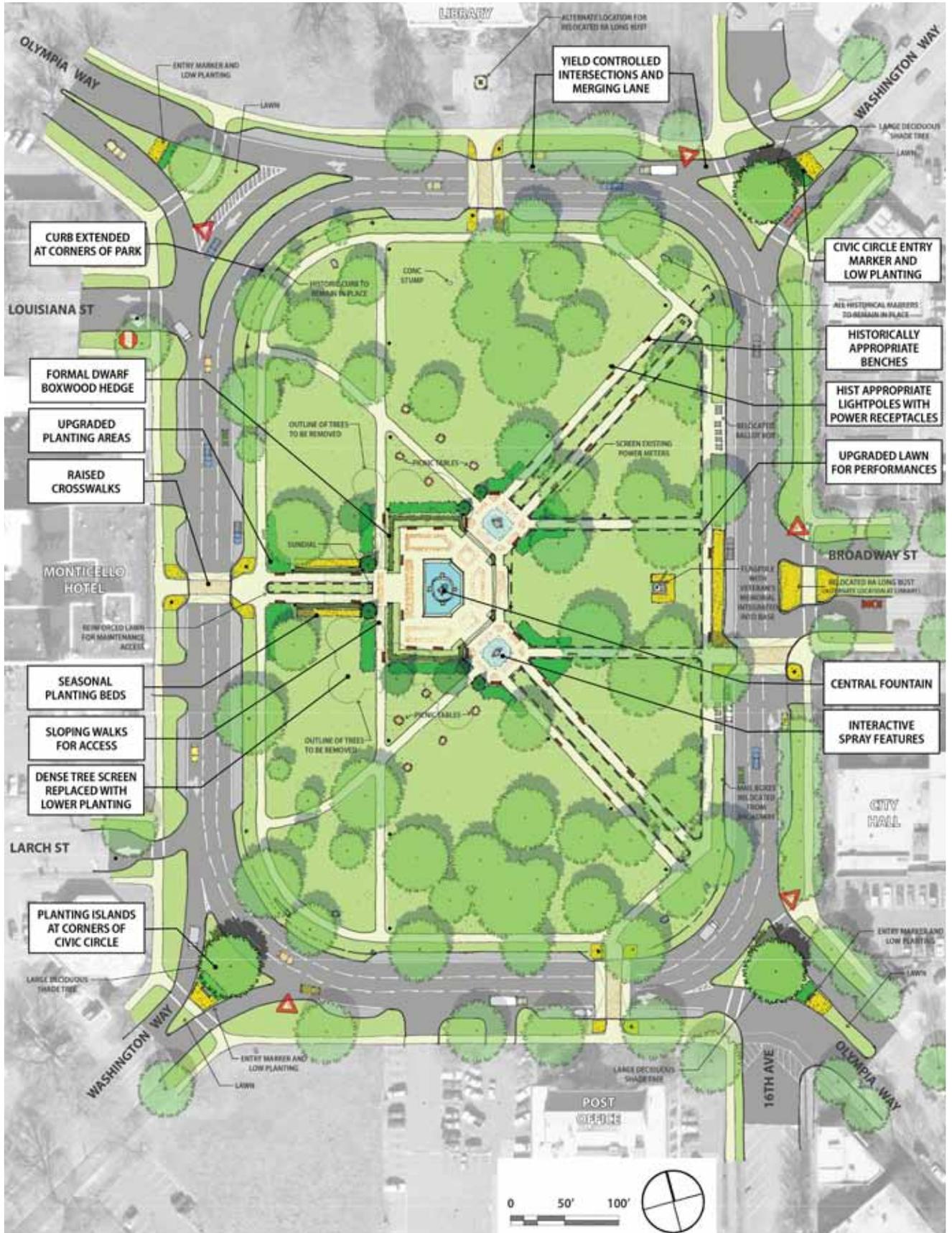
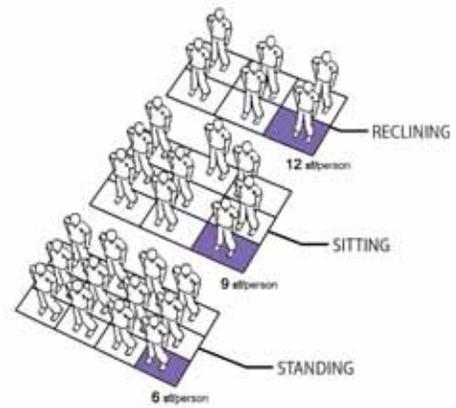


Figure 4.4 Masterplan Concept Plan



EVENT DIAGRAM

-  Small Event: 5,000 - 8,000 people
-  +  Medium Event: 11,000 - 20,000 people
-  +  +  Large Event: 18,000 - 35,000 people



DENSITY RANGE FOR EVENTS

Figure 4.5 Event Diagrams for Masterplan Concept

Cost Estimate and Phasing



Introduction

At nearly 9 acres, R.A. Long Park (~6 acres) & the Civic Center Circle (~3 acres of roadway) represent a significantly sized area. Refurbishment, restoration, and reactivation of this beloved resource, after nearly 100 years of use, will require an investment in time, patience and resources. The following is an approach to implementation

that includes phasing of both transportation and park improvements to maximize opportunity for grants and other funding sources. An effort has been made to divide the phases into projects that are small enough to fund with limited resources yet large enough to provide a significant benefit to the community.

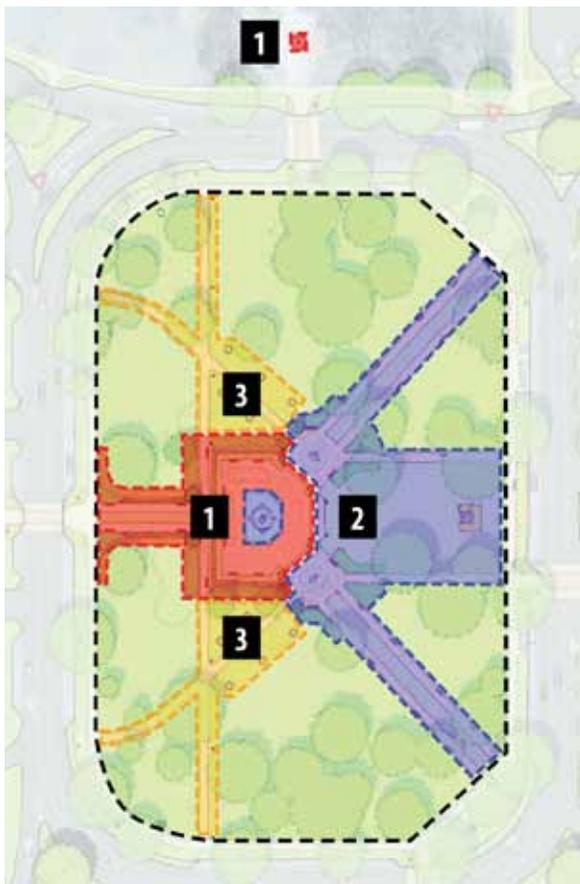


Figure 5.1 Park Improvement Phasing Diagram

Park Phasing and Cost Estimate

The improvements to R.A. Long Park were divided into three phases (figure 5.1) with an optional pre-phase to design all three phases together:

Phase 1a (optional pre-phase):

- Construction documents for all phases

Phase 1 (shown in red):

- Relocate R.A. Long bust
- Install infrastructure for water features
- Install central and west formal planting areas
- Replace paving, benches, and lighting in central area

Phase 2 (shown in purple):

- Install central water feature and spray fountains
- Replace paving, benches, and lighting in east area
- Install eastern formal planting areas
- Consolidate flagpole and veteran's memorial
- Upgrade utilities and lawn in east half of Park

Phase 3 (shown in orange):

- Replace remaining paving in Park
- Replace remaining furnishings and lighting
- Install picnic tables north/south of central Plaza

attached Concept Plan. Opinion of construction costs is based on best information available at this time and will require adjustments as more detailed information becomes available. This estimate should be used for planning purposes only.

2. Unit Costs include materials, labor, and equipment costs.
3. Does not include design and permitting.
4. Market figure includes 20% discount based on current market conditions.

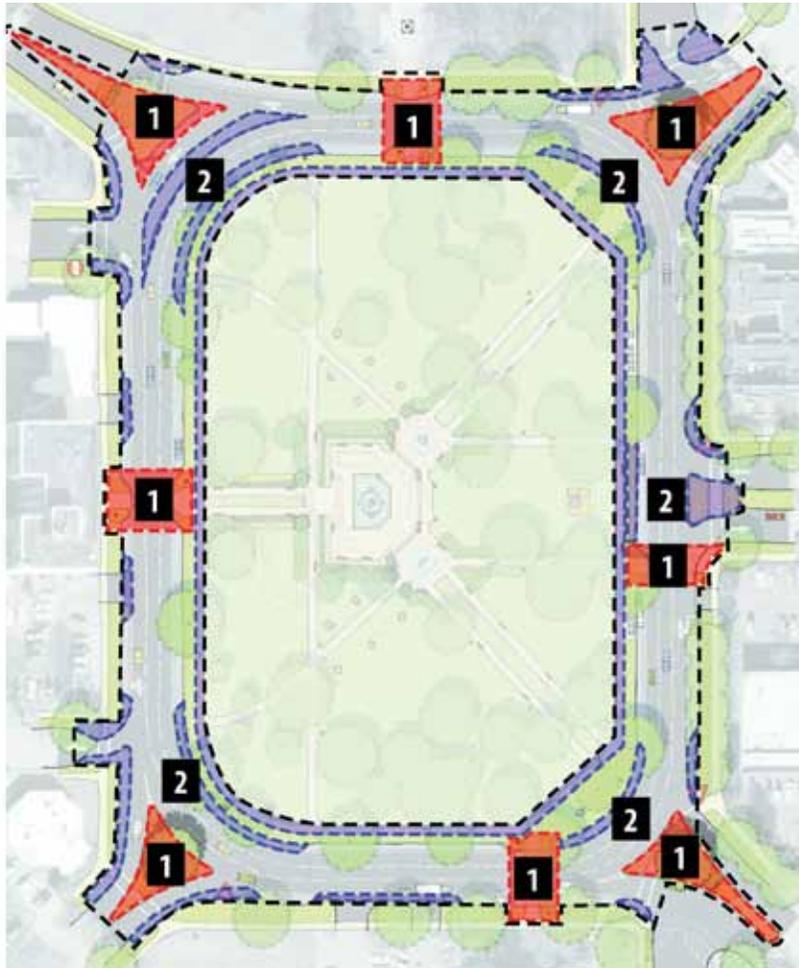


Figure 5.2 Transportation Improvement Phasing Diagram

Transportation Phasing and Cost Estimate

The transportation improvements to the Civic Circle were divided into two phases (figure 5.2):

Phase 1 (shown in red):

- Channelization of Circle entries
- Install raised crosswalks

Phase 2 (shown in purple):

- Curb bulb extensions
- Entry island planting and monuments
- Patch and repair sidewalks

A conceptual opinion of probable costs for the Transportation Phases is shown in the table on the following page.

Transportation Features	Qty	Units	Cost	Total	Market
Phase 1					
Raised Crosswalks					
	4				
Demolition	7000	SF	\$1.25	\$8,750	
Remove Pole + Cobrahead	2	EA	\$1,500.00	\$3,000	
Concrete Curb	600	LF	\$25.00	\$15,000	
Concrete Paving (vehicular crosswalk)	5600	SF	\$10.00	\$56,000	
ADA Curb Ramp	4	EA	\$1,500.00	\$6,000	
Planting Bed	1000	SF	\$6.00	\$6,000	
Irrigation (new + modify existing)	1000	SF	\$1.50	\$1,500	
Regulatory Signage and integrated Crossing Lighting	4	EA	10,000	\$40,000	
Ornamental Pole Mounted Pedestrian Lights	8	EA	3000	\$24,000	
Striping	1000	LF	0.5	\$500	
Traffic Control	1	LS	8000	\$8,000	
Entry Islands (Infrastructure)					
Demolition (SW corner only)	3000	SF	\$1.25	\$3,750	
Concrete Curb (SW island, NE curb bulb)	600	LF	\$25.00	\$15,000	
Concrete Paving (pedestrian) (SW island only)	400	SF	\$6.50	\$2,600	
Striping (All)	1500	LF	\$0.50	\$750	
Regulatory Signage (All)	12	EA	\$500.00	\$6,000	
Traffic Control (All)	1	Allow	\$10,000.00	\$10,000	
Topsoil and Mulch (SW island only)	60	CY	\$35.00	\$2,100	
Subtotal of Phase 1 Improvements				\$208,950	
General Conditions + Contractor Mark-up (15%)				\$31,343	
WSST (7.9%)				\$16,507	
Design Fees (12%)				\$25,074	
Engineering (Construction Management/Inspections) 12%				\$25,074	
Total of Phase 1 Improvements				\$306,948	\$245,558
<i>*Each entry island is ~\$22K base (\$39K complete with planting and monument signage)</i>					
<i>*Each raised crosswalk is ~\$45K base</i>					
Phase 2					
Transportation Features					
Phase 2					
Curb bulb extensions at parallel parking					
	All				
Demolition	20000	SF	\$1.25	\$25,000	
Concrete Curb	2500	LF	\$25.00	\$62,500	
Lawn	15000	SF	\$0.50	\$7,500	
Irrigation (modify existing system)	15000	SF	\$0.75	\$11,250	
Relocate Mailboxes + Ballot Box	1	Allow.	\$5,000.00	\$5,000	
Striping	7000	LF	\$0.50	\$3,500	
Regulatory Signage	15	EA	\$500.00	\$7,500	
Traffic Control	1	Allow.	\$15,000.00	\$15,000	
Entry Islands (Infrastructure)					
Demolition (SE, NW, NE islands)	13000	SF	\$1.25	\$16,250	
Concrete Curb (SE, NW, NE islands)	900	LF	\$25.00	\$22,500	
Concrete Paving (pedestrian) (SE, NE, NW islands)	1200	SF	\$6.50	\$7,800	
Traffic Control (All)	1	Allow	\$5,000.00	\$5,000	
Topsoil and Mulch (SE, NE, NW islands)	180	CY	\$35.00	\$6,300	
Entry Islands (Planting and Entry Monuments)					
	4				
Lawn	15500	SF	\$0.50	\$7,750	
Planting Bed	2000	SF	\$4.00	\$8,000	
Trees	3	EA	\$750.00	\$2,250	
Irrigation	17500	SF	\$1.50	\$26,250	
R.O.W. Sidewalk patch and repair					
	All				
Concrete Paving (pedestrian) (up to 50% replacement)	14,500	SF	\$2.50	\$36,250	
Entry Markers/Signs	4	EA	\$2,500.00	\$10,000	
Subtotal of Phase 2 Improvements				\$285,600	
General Conditions + Contractor Mark-up (15%)				\$42,840	
WSST (7.9%)				\$22,562	
Design Fees (12%)				\$34,272	
Engineering (Construction Management/Inspections) 12%				\$34,272	
Total of Phase 2 Improvements				\$419,546	\$335,637
Grand Total Phase 1 & 2 Improvements				\$726,494	\$581,195

Notes:

1. Conceptual Opinion of Probable Construction Costs is based on the improvements identified in the attached Concept Plan. Opinion of construction costs is based on best information available at this time and will require adjustments as more detailed information becomes available. This estimate should be used for planning purposes only.
2. Unit Costs include materials, labor, and equipment costs.
3. Market figure includes 20% discount based on current market conditions.

Historic Preservation Review



Longview Civic Center Historic District and R.A. Long Park

Longview's Department of Public Works is responsible for the roadways and right-of-way that rings R.A. Long Park. The park and the roadway are included in the Civic Center Historic District, which is listed in both the local register of historic places and the National Register of Historic Places. Much of the funding for highway maintenance, repair and expansion comes all or in part from the Federal Highway Administration (FHWA). That nexus with federal funding brings into play different environmental compliance requirements, including two which relate to historic preservation. Section 4(f) of the USDOT Act of 1966, and Section 106 of the National Historic Preservation Act of 1966, both outline planning processes that federal agencies must undertake prior to actions that might affect historic properties. These are separate requirements, but much of the same information can be used to satisfy both. While responsibility for meeting the requirements of both acts resides with applicable federal agencies, local grantees should always be consulted and are usually asked to provide information necessary for compliance. Following is a brief explanation of both requirements and the ways they are applied:

Section 4(f) Compliance

Section 4(f) is a federal mandate requiring the US Department of Transportation to avoid funding or implementing projects that impact important natural and historic properties unless no prudent or feasible alternative is available. It requires early planning review processes that identify historic properties and potential alternatives for roadways that will utilize land from historic resources or create an environment that compromises factors that make historic properties significant. It pertains only to USDOT agencies, including the FHWA and its grantees. RA Long comes under this requirement as both a publicly-owned park and as an historic property within a National Register-eligible historic district. Under Section 4(f), an alternative that is feasible, prudent and results in the least net harm to an historic resource/park must be selected.

Section 106 Compliance

The National Historic Preservation Act of 1966, as amended through 2006, 16 U.S.C. 470, is the source of Section 106, which requires all federal agencies take into account the effects of planned undertakings on historic properties – defined as those on or eligible for inclusion in the National Register of Historic Places - and afford an opportunity for the federal Advisory Council on Historic Preservation to comment on those undertakings.

The intent of Section 106 is to balance the needs of federal agencies and the projects they initiate, sponsor, or license with the protection of significant historic properties. Agreements that avoid, minimize, or mitigate adverse effects are the usual outcome of Section 106 review. Federal regulations provide a detailed process for federal agencies to determine whether historic properties are affected by proposed actions, and for initiating

consultation with the principal players in an activity - including state and local governments, the State Historic Preservation Officer (SHPO), Tribes, and other interested and affected parties - to reach mutual agreement. A memorandum of agreement (MOA) is executed with all parties to satisfy the provisions of Section 106.

All federal activity, including grant funding and permitting, is subject to review. As in Section 4(f) compliance, the federal agency involved in the undertaking is the responsible body for assuring that compliance requirements are met prior to releasing grant funds or issuing permits. Although the federal Advisory Council on Historic Preservation must be offered an opportunity to comment on the actions and proposed mitigation, they rarely participate unless a case has national implications, creates new policy or affects a prominent landmark.

Applying Sections 4(f) and 106

The language in these two federal statutes is very similar and at first glance it may be difficult to distinguish between them. The biggest difference, is that 4(f) applies only to USDOT projects (including FHWA), while Section 106 applies to any federal action affecting historic properties. In some cases concerning road or bridge projects, both may need to be satisfied, while on other occasions only one prevails.

Under 4(f), park or historic property land must be used in some way – either through a permanent incorporation into a roads project, as a temporary use that adversely affects the resource, or as a constructive use, meaning that project impacts significantly and permanently damage the qualities that contribute to a property's significance. The goal is to avoid the resource if possible. Rehabilitation or maintenance of existing roadways on or eligible for the National Register of Historic Places and utilizing federal funds, therefore, is not generally subject to 4(f) consideration. Likewise, temporarily using a resource for construction purposes does not generally constitute a 4(f) action if the use is minor, short-term and results in restoration of the property. In all cases, however, FHWA retains the authority and responsibility to determine whether 4(f) review is required.

Any federal action that affects historic properties on or eligible for the National Register of Historic Places triggers Section 106 review, including permits, grants, and direct activities. The goal under this process is to develop an agreement that mitigates the effect of a proposed project on the historic resource. With regard to FHWA-sponsored projects, the agency determines whether their activities might adversely affect historic properties and initiates consultation with the SHPO.

RA Long Park and Civic Center Circle Masterplan Concepts

The masterplan concept for transportation changes around RA Long Park focus on improving traffic circulation while making the park more accessible to pedestrians. The proposal does not call for expanding the roadway into the current park area. The masterplan concept calls for some traffic calming measures, including bump-outs at intersections and raised crosswalks. In this instance, it appears that there is no 4(f) use involved. While the proposal calls for bump-outs that will infringe on the existing roadway, this action does not “take” any additional land from the park for that purpose. Rather, it appears the proposal re-programs the existing roadway to accommodate the traffic calming measures. However, a final conclusion cannot be reached until plans are finalized. A decision on Section 4(f) will be made by the FHWA, likely in consultation with the SHPO. In the event FHWA does determine that a 4(f) action is involved, it will likely ask the Longview Public Works Department to prepare a draft 4(f) report following agency guidelines. The department's work exploring alternatives will be helpful in completing this report.

It does appear that the proposed changes included in the masterplan concept are subject to Section 106 review, as well as review by the Longview Historic Preservation Commission. Additionally, changes in the park itself, such as adding a fountain, will be subject to local and possibly 106 reviews if the new features are supported in whole or in part by federal funds. FHWA has the responsibility to initiate consultation with the SHPO and to determine whether the proposed changes have an adverse effect on the historic integrity of the park. The agency will rely on the documentation work in the preservation plan to help make that determination and to suggest potential mitigation measures should SHPO agree that an adverse effect is anticipated. Mitigation measures may include but certainly not be limited to such things as photo documentation prior to implementing any changes, interpretative programs, agreements on street furniture and lighting, or even off-site mitigation measures related to the historic district.