



*Photograph by Jake Dailey*

# CITY OF TOLEDO WASHINGTON 20 Year Comprehensive Plan

**Last Revised:**

December, 2020

# PLANNING COMMISSION STATEMENT

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The City of Toledo Comprehensive Plan aims to promote sustainable development while maintaining a small-town atmosphere; honor personal property rights; protect natural resources; and encourage light industrial business opportunities in the Urban Growth area.

The city of Toledo Planning Commission encourages involvement from all community members regarding growth and development in the area; municipal, business, industry, volunteer organizations, and private citizens alike. We understand and embrace the necessary balance between development and maintaining Toledo's character.

This document has been completed during the time of CoVid-19. This pandemic has introduced a level of uncertainty that the City of Toledo will have to adapt to in the coming months and years. This document will be revisited and modified as new or different circumstances present themselves.

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# Introduction

This Comprehensive Plan is an official public document that will guide policy decisions related to the physical, social, and economic growth of the City of Toledo. This Plan recommends a balanced, well-managed growth that will sustain the community's character, values and environmental health. While this Comprehensive Plan is not a regulatory document; it describes goals and objectives for current and future development within the city limits and Urban Growth Area; provides the actions necessary to achieve the goals; and defines the resulting policies that are implemented through regulations such as the City's zoning and subdivision ordinances. This Plan is the starting point for any planning process and the centerpiece of local planning. It will be used by a variety of public entities and will serve as the primary advisory document for the Toledo City Council.

The City of Toledo can look with pride on their tradition of community-based planning. The Planning Commission completed its first Comprehensive Plan in 1990. With the passage of the Growth Management Act, the city revised the plan in 1995 to meet the requirements of Chapters 36.70A and 35A.63 of the Revised Code of Washington and then again in 2005.

In 2005, Toledo developed its last Comprehensive Plan in compliance with the Growth Management Act (GMA). That plan included the elements required, at that time, by the GMA: Land Use, Resource and Critical Areas, Housing, Capital Facilities Plan, Utilities, Transportation, Economic Development and Parks, Recreation and Open Space.

This 2020 Plan represents the latest required update and reflects the most recent goals and policies of the City of Toledo.

The GMA requires that comprehensive plans and development regulations be subject to continuing review and evaluation, pursuant to RCW 36.70A.130. For a community's plan to remain effective, it must continue to be reviewed and refined. A current and relevant comprehensive plan allows the community to benefit from new information and identify emerging issues. The City of Toledo Comprehensive Plan will continue to be reviewed and updated at least once every 2 years but no more frequently than once per year. Proposed amendments to the Comprehensive Plan or development regulations are submitted to the Washington State Department of Commerce in the same manner as this plan and development regulations. Adopted amendments will be transmitted in the same manner as this initial plan and development regulations.

The current update process began in Spring 2019. The update process began with a thorough review of the 2005 Comprehensive Plan, with each element of the Plan updated to reflect current conditions within the City of Toledo. The City of Toledo Planning Commission reviewed the 2020 Draft and updated chapters at several meetings and review sessions. Public meetings followed, giving Toledo citizens the opportunity to comment on the Comprehensive

Plan Update elements. The 2020 Plan Update incorporates many of the relevant policies and overall vision of the 2005 plan, and represents the community's policy plan for growth over the next 20 years.

It is important for the reader to note that the Comprehensive Land Use Plan is not an all-inclusive, stand-alone document guiding all city actions. Rather, the Comprehensive Land Use Plan works in conjunction with other city plans serving important needs in the community. Currently, these plans include:

- Water System Plan
- Sewer System Plan
- Parks Plan
- Transportation Improvement Plan

The Comprehensive Land Use Plan, however, sets the standard for consistency that other plans must meet, especially in how they affect future land use decisions in the city.

The 2020 Comprehensive Plan replaces the 2005 comprehensive plan.

## Consistency with State, County, Tribal & City Goals

### GMA State Planning Goals

Washington cities and counties have prepared comprehensive plans for many years; however, the Washington Legislature did not formalize the process until the passage of the GMA in 1990.

The GMA was enacted in response to rapid population growth and concerns with suburban sprawl, environmental protection, quality of life, and other related issues. Further, the GMA is the basis for regulatory reform legislation passed in 1995 to improve how permits are issued in Washington State. The GMA has been amended several times, and is codified in Chapter 36.70A RCW. GMA requires the fastest growing counties and cities to plan extensively in accordance with these state goals:

- Focus urban growth in urban areas
- Reduce sprawl
- Provide efficient transportation
- Encourage affordable housing
- Encourage sustainable economic development
- Protect property rights
- Process permits in a timely and fair manner
- Maintain and enhance natural resource-based industries
- Retain open space and habitat areas and develop recreational opportunities
- Protect the environment
- Manage shorelines wisely
- Encourage citizen participation and regional coordination





## County & City Planning Goals

The Toledo Comprehensive Plan is consistent with Countywide Planning Policies for Lewis County and was developed in compliance with the GMA. The goals and policies described in this document are built upon Toledo's community visions, values and identity.

## Comprehensive Plan Update Organization

The Plan Update is divided into sections, according to the elements required by the GMA: Land Use, Housing, Capital Facilities Plan & Utilities, Economic Development, and Transportation. The Utilities and Parks & Recreation Elements have been combined under the Capital Facilities Element. Shoreline and other critical area goals, policies and regulations are included with the Land Use Element. Each element is generally organized around the following: GMA requirements, purpose of the element, existing conditions and goals and policies that ensure consistency with relevant state, county and city policy and regulation.

# SEPA Compliance

## Context for Planning Activities

The city will depend on the State Environmental Policy Act (SEPA) as the mechanism for detailed information sharing on proposed plans and projects in which the City is the lead agency.

The State Environmental Policy Act, or SEPA, (RCW 43.21C) was enacted in 1971 to ensure that governmental decisions are made with an understanding of their potential impacts on the natural and built environments. In growth management planning, SEPA review is required when a county or city proposes adoption of countywide planning policies, comprehensive plans, sub-area plans, or development regulations; and when development permit applications are processed.

Updating an existing comprehensive plan is also an action that requires environmental review under SEPA. The environmental review addresses any probable significant adverse impacts that will result from the updated comprehensive plan, and that were not analyzed when the existing plan was adopted.

SEPA requires agencies to address cumulative impacts. This can be difficult if each project is evaluated individually in isolation from other related proposals. With comprehensive planning under GMA, cities and counties are able to look at the big picture, evaluate cumulative impacts of development, and determine appropriate mitigation measures to apply to individual, future proposals.

Decisions on the amendment of comprehensive plans and the associated EIS documents are referred to in the SEPA Rules as "non-project actions" (WAC 197-11-704(2)(b)). The purpose of an EIS in analyzing a non-project action is to help the public and decision-makers identify

and evaluate the environmental effects of alternative policies, implementation approaches, and options related to future growth. While plans and regulations do not directly result in alteration of the physical environment, they do provide a framework within which future growth and development—along with resulting environmental impacts—will occur.

In 1990 The Comprehensive Plan was organized as provided for by Chapter RCW 35.6A as a statement as to how the city should grow.

1995 DNS (Determination of Non-significance): With the passage of Growth Management Act the City revised their plan to meet requirements of RCW 36.70A and 35A.63. Adding a new section to address protection of critical areas, open space and conservation land use.

2005 EIS Amendment: The amendment to the Comprehensive Land Use Plan included expansion of the UGA boundaries to include an area already characterized by urban development; improvements of the downtown area; expansion of critical areas protection; plan review and amendment procedures; and revisions to supporting technical planning data relating to population projections, demographics, and infrastructure improvements.

2010 DEIS South Lewis County Subarea Plan: The City proposed an 149 acre expansion to accommodate additional population over the next 20 years, as the city was largely built out. Toledo was a partner in the South County Subarea Plan and supports analyses and land use concerns for new UGA's for more intense, non-residential uses for economic development. The draft EIS, of the South Lewis County Subarea Plan, included Toledo's UGA expansion proposal.

2019: The SEPA responsible official has determined the 2019 update is not likely to result in significant adverse affects. An EIS Addendum is being completed consistent with how the addendum is identified in the SEPA rules, as “an environmental document used to provide additional information or analysis that does not substantially change the analysis of significant impacts and alternatives in the existing environmental document.” WAC 197-11-706

## **Citizen Participation in Comprehensive Plan Development**

The City of Toledo has a tradition of citizen participation in planning decisions. The Toledo Planning Commission, five citizens appointed by the City Council serve on a voluntary basis; assist in carrying out the land use planning responsibilities of the city. This citizen body makes recommendations on comprehensive plans and land development regulations. They also serve in as a quasi-judicial body to review individual requests for land development permits. In addition, city residents contribute to the planning process though attendance at public meetings and hearings and other special events designed to solicit community ideas and listen to citizen concerns.

# Community Profile

The City of Toledo is located in the Cowlitz River Valley of south-central Lewis County, Washington. State Route 505 passes through the City approximately three miles from its intersection with US Interstate 5 to the northwest. The Cowlitz River forms the easterly boundary of the city approximately 34 miles upstream from the mouth. The cities closest to Toledo are Winlock (5 miles), Vader (8 miles), Castle Rock (11 miles), Napavine (12 miles), Chehalis (18 miles), and Centralia (22 miles).

## Historical Land Use

The Toledo area retains a prominent place in the history of Washington State as one of the earliest settlements. Voyageurs from the Red River Valley settled on the Cowlitz Prairie near present-day Toledo to farm the land under the auspices of the Hudson Bay Company. With them came Fathers Blanchet and Demers to establish the Saint Francis Xavier Catholic mission in 1838, less than two miles north of Toledo. The mission was not only one of the earliest Roman Catholic missions in the Northwest, but it remains the site of the first Catholic Church in the State of Washington. Today, the Cowlitz Tribe owns the mission site where it operates its administrative headquarters.

By the 1840's, a thousand acres were under plow, a substantial dairy was established, and livestock were plentiful. The Toledo area became so important for meeting the food needs of the growing operations at Fort Vancouver that the Hudson Bay Company formed the Puget Sound Agricultural Association in 1843.

The present-day town site of Toledo was settled around 1861 when it became the terminus for riverboat travel upstream on the Cowlitz River from Vancouver and Portland. Toledo was an important farm-to-market shipping center during this period, as well as a growing hub for the timber industry. Toledo was incorporated in 1892, taking its name from the paddle-wheel vessel Toledo that operated on the river from 1878 until 1918. Immediately across the Cowlitz River from Toledo was the small community of Eadonia, which disappeared in 1892 after a bridge was built that removed the need for ferry traffic.

# COMPREHENSIVE PLAN ELEMENTS

## LAND USE ELEMENT

### Growth Management Act Requirements

The Growth Management Act requires cities to prepare a Land Use Element that designates the proposed general distribution, location and extent of land use. The analysis includes population densities, building intensities, and estimates of future population growth. The element must provide for protection of the quality and quantity of ground water used for public water supplies. Wherever possible, the land use element should consider utilizing urban planning approaches that promote physical activity. Where applicable, the land use element must review drainage, flooding, and storm water run-off in the area and provide guidance for preventing degradation of waters of the state.

### Purpose of Land Use Element

Land use is the central element of the Comprehensive Plan. It describes how the goals in the other plan elements will be integrated and implemented through land use policies and regulations, and it reveals the fundamental opportunities and challenges inherent in urban planning. In defining the land use element, Toledo seeks to preserve its clean, well-groomed community while fostering an economic growth where feasible.

### Existing Conditions

Toledo's current population is 720. The population has remained stable over the last 10 to 15 years. The average household size is 2.46.

Based on a 2020 Lewis County Review, the total acreage for both the city limits and the Urban Growth Area is 513 acres. Land Use is:

Land Use Item	Area	Acres
Public Right-of-Way	City	54.6
Public Right-of-Way	UGA	20.8
Commercial Retail	City	11.6
Commercial Retail	UGA	0
Multi-Residential	City	4.2
Multi-Residential	UGA	.45
Public/Quasi Public	City	37.1
Public/Quasi Public	UGA	66.5
Single-Residential	City	74.3
Single-Residential	UGA	123.3
Trans/Utility	City	5.7
Trans/Utility	UGA	6.3

Undeveloped/Vacant	City	63
Undeveloped/Vacant	UGA	45.3

The city limits has 200 single-family units and 26 multi-family units.

The existing average residential lot size is approximately 12,445 square feet, yielding a density of 3.5 units per acre.

The South Lewis County subarea study analyzed an area of approximately 160 acres west of and immediately adjacent to the city limits that could accommodate urban growth. The majority of this land is currently zoned Rural Residential and a portion is zoned Rural Area Industrial. The current land uses in this area include residential, utilities, businesses and a cemetery. The area contains large tracts of vacant land that is mostly free of environmentally sensitive areas that would be appropriate for development. These 149 acres has been added to UGA expansion.

It is important to note that environmentally sensitive areas largely impact the current city limits. Almost one half of the city is located in floodplain or is mapped as a critical aquifer recharge area.

## Future Land Use

### Land Capacity & Needs Analysis

As part of this update, this plan will be based on the 2010 UGA Expansion survey.

Based on the current population, the general growth trends outlined by the Office of Financial Management report and the 2010 UGA survey, Toledo is expecting to need 283 residential units to house its current population and an additional 186 units to accommodate 436 more residents over the next 15 to 20 years. This assumes a vacancy rate of 5%. There will also be additional land demand for commercial services and other public uses to serve the added local population.

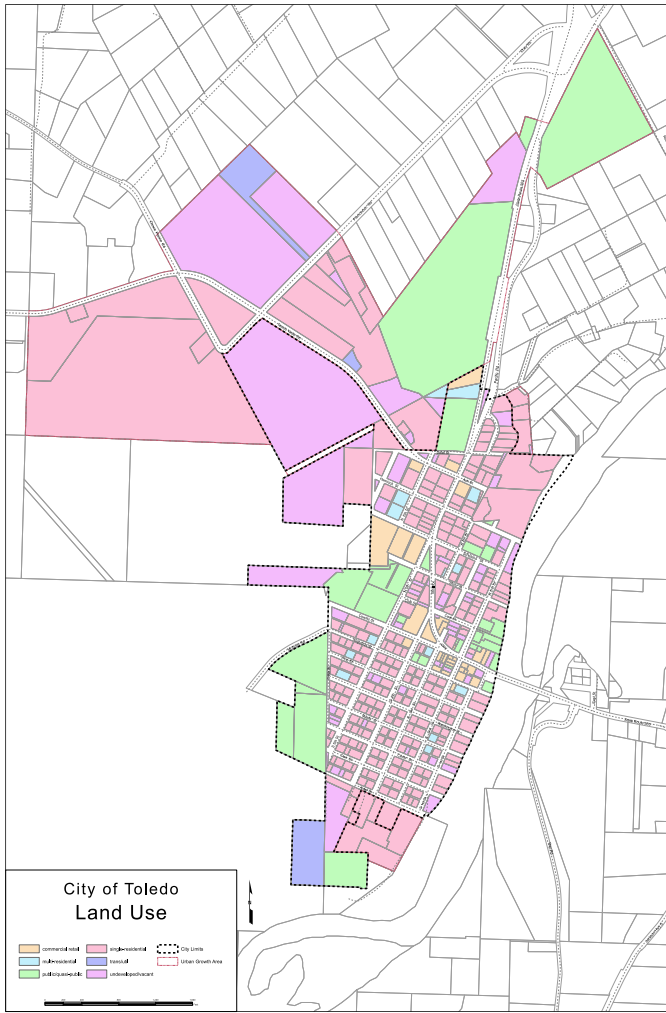
To calculate the 20-year demand the following methodology was used Using Lewis County's GIS data, we calculated the total acres within the city limits, UGA and right-of-way:

- 205.76 acres - city limits
- 187.21 acres - UGA
- 75.4 acres - Dedicated Public Right-of-Way

The Planning Commission evaluated parcel numbers with corresponding acreage values for the city and UGA. Each parcel was analyzed for critical area and aerial maps to determine whether the parcels were fully developed, underdeveloped or vacant.

- Maximum allowable density of 11 dwelling units per acre = minimum lot size for single-family unit is 4,000 square feet.

- We assumed every parcel with calculated acreage of .20 or less with one unit is fully developed.
- All parcels greater than .20 calculated acres with one unit were considered potentially underdeveloped.
- Every vacant parcel, regardless of size, was analyzed for development potential.



**Figure 1: City of Toledo Land Use**

Future residential growth in turn creates a need for lands devoted to other uses, such as general commercial, public facilities and services, open space, and public or semi-public uses. Estimating the amount of land that will be needed for these uses is difficult to predict as market forces and community attitudes vary widely.

These needs will be calculated by projecting need based on the ratios of non-residential land uses to residential land uses. The current ratio between residential and commercial use in the city and UGA is that for every 6 acres of residential land there is 1 acre of commercial land. This results in a need for approximately 5 additional acres for commercial development. Current use in the city and UGA for public and semi-public lands is about 108 acres. This total includes schools, municipal buildings, churches, parks, and opens space. Using the above

The analysis considered the existing build environment, topography, and critical areas and localized site-specific issue to determine whether vacant or underdeveloped parcels could support new development.

From this survey, vacant and/or underdeveloped lands within the current city limits and UGA boundary may support 144 new dwelling units. Subtracting this figure from the 186 additional units needed; this leaves a deficit of 42 units.

Additional residential land needs were calculated for the city by using the current household size and established average lot sizes as reasonable assumptions for future development. The estimate number of 42 new dwelling units needed for an additional 168 people result in a need for approximately 10 acres for residential development.

ratio, an additional 31 acres of residential development could need 21 acres for these other uses. Land needed for public right-of-way is estimated to be 12 acres for a total of 69 acres. Assuming a 25% market factor to account for land that might be not developable or not ready for development, the total estimated demand is 86.25 acres. There are 16 parcels ranging in size from .50 acre to 59.22 acres in the proposed UGA. Of the 129 acres of land, approximately 18 acres are already developed for residential use and about 20 are devoted to commercial development leaving a balance of 91 acres.

### Topography, Geology & Soil

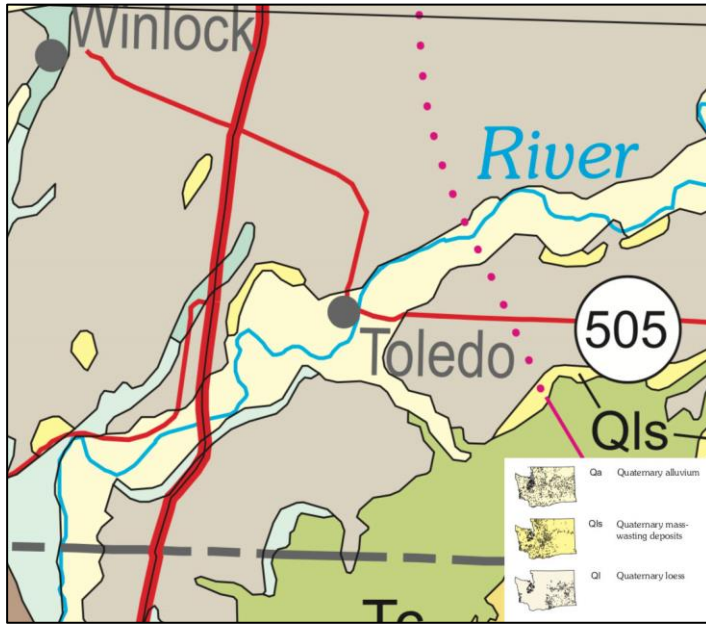


Figure 2: USGS; US Geological Survey, Dept. of the Interior

The topography within and around the city is characteristic of the western Cowlitz River Valley with its bottomlands, terraces and broad plains. Elevations in the city vary between 100 feet and 200 feet above sea level, with the lowest elevations situated along the Cowlitz River. The northern half of the community lies on a gentle, south-facing slope. A noticeable drop of 30 feet in elevation occurs in the central area of the city between Silver and Cowlitz Streets. The remaining southern half of the city is predominately flat with a gradual drop in elevation to the

river.

Toledo's geologic foundation consists of a layer of sedimentary deposits over substantially thicker bedrock. These sedimentary deposits, known as Quaternary Glacial Deposits, are generally a mix of sand and gravel within clay and silt. Geologists believe that this layer in the Toledo area is at its thickest in Lewis County, although its exact depth is unknown. Below the sedimentary deposit is a bedrock thought to consist mostly of shale, siltstone, conglomerate, pyroclastic, and lava rock.

Based on the classification guidelines described in RCW 36.70A.050, RCW 36.70A.060, and WAC 365-190, there are no known

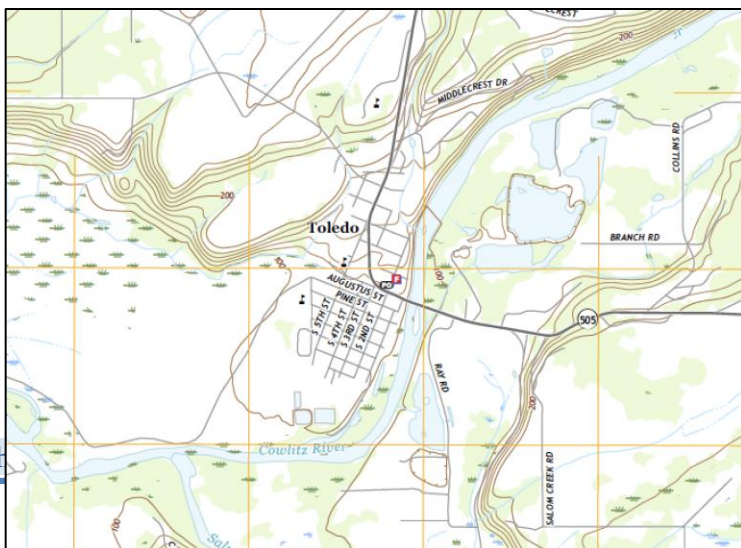


Figure 3: Washington State Department of Natural Resources





Management Act. The last 100-year flood event occurred in 1995 & 1996 and the last 500-year flood event was in December 1933. The threat of 100-year flood events have been significantly reduced since the construction of the dams at Riffe Lake and Mayfield Reservoir. These structures, however, will have no effect on the 500-year event.

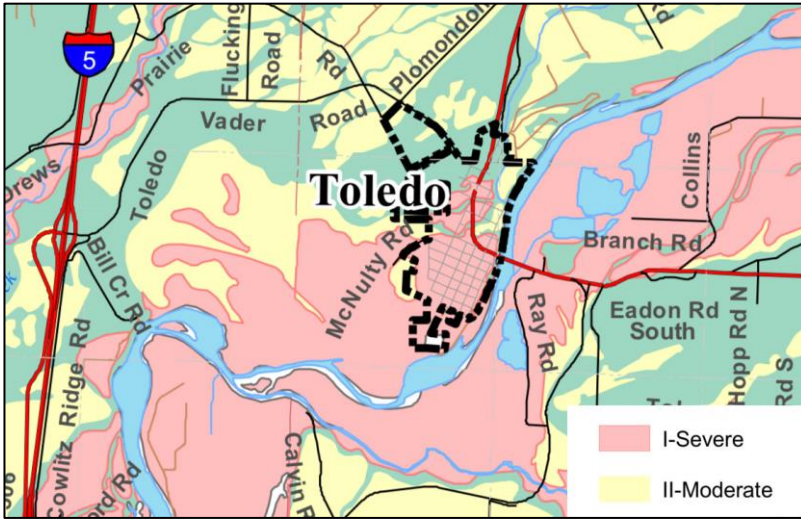


Figure 5: Lewis County Geographic Information Services (2011)

All of Toledo's wetlands are of the "Palustrine-type," which generally consists of freshwater swamps, forested wetlands, and bogs. The largest single wetland area lies along the Cowlitz River south of Augustus Street and is classified as a scrub-shrub wetland that is seasonally flooded. A forested wetland is also situated at the base of a hill in the finger of land due west of

6th Street between what would be an extension of Cowlitz and Augustus Streets. It, too, is a seasonally flooded wetland that may be influenced by the storm drainage that is carried to this area by way of the old Bill Creek bed. Both the present-day and the former Bill Creek drainage are classified as a diked or impounded wetland. Immediately beyond the city limits in the Urban Growth Area, forested and scrub-shrub wetlands are also found in small pockets. The largest of these pocket wetlands lies due south of the high school.

Toledo shows a dispersed limited number of wetlands within the Urban Growth Area. Even though these wetlands are small in size, they are important for flood control, and fish and wildlife habitat. They may also serve as aquifer recharge areas for local groundwater supplies.

### Storm Water

City storm water policies and regulations, adopted in June 2001 under City Ordinance #629, will incorporate the Department of Ecology's Storm water Manual for Western Washington, make use of Best Management Practices, and comply with U.S. Environmental Protection Agency's (EPA) National Pollution Discharge Elimination System (NPDES) permit requirements.

### Aquifers and Aquifer Recharge Areas

Toledo is located in both Severe and Moderate Aquifer recharge areas. Maintaining the quality of the aquifer and aquifer recharge areas holds a special significance to Toledo because of the reliance by the municipal water supply system on relatively shallow wells.

The City of Toledo Wellhead Protection Planning document was written in November 1998. The document defines the wellhead protection plan area (WHPA) for wells No 1. and No. 2 which supply water to residents, businesses and schools. Potential contaminant sources and management issues and strategies for wellhead protection are discussed and identified.

### **Fish and Wildlife**

The riparian area along the Cowlitz River provides wildlife habitat conservation areas as identified in the City of Toledo Shoreline Master Plan. Protection of these areas is outlined in both the Toledo Shoreline Master Plan and the City's Critical Areas Ordinance. The Cowlitz River contain fish and provide habitat and rearing areas. Bill Creek does not support a wild fish population.

### **GMA Goals related to Land Use and Critical Areas**

- Focus urban growth in urban areas
- Reduce sprawl
- Protect property rights
- Maintain and enhance natural resource-based industries
- Retain open space and habitat areas and develop recreational opportunities
- Protect the environment
- Manage shorelines wisely
- Preserve important historic resources

### **Countywide Planning Policies for Lewis County Relating to Land Use and Critical Areas**

- Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
- The County and those cities whose UGA boundaries adjoin the Interstate 5 and U.S. Highway corridors shall work with the Washington State Department of Transportation (WSDOT) to develop minimum landscape standards for interchanges along the Interstate 5 and U.S. Highways
- Maintain and enhance natural resource-based industries including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.
- Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.
- Protect the environment and enhance Lewis County's high quality of life including air and water quality, and the availability of water.

## Toledo Land Use Policies Relating to Land Use and Critical Areas

- Toledo shall designate areas for commercial and industrial use with direct access to arterial streets and with adequate sewer services and water services for fire protection.
- Toledo shall designate residential housing areas consistent with the 2010 Toledo Urban Growth Area (UGA) Expansion. Single-family, multi-family, attached single-family and mobile home park areas shall be designated to meet the needs of persons of all income levels.
- Toledo has a long history of actively preserving the city's pioneer heritage. The City will continue to consider small town themes and landscaping as a required element in multi-family, commercial and industrial development.
- The city shall seek a balance between development interests and protecting critical areas in a way that is sustainable for both.
- Development shall minimize erosion and the movement of sediment by preserving and/or replacing vegetation in erosion hazard areas.
- Development shall not create unsafe conditions for on- and off-site property owners.
- Require development proposals on soils with moderate or severe slopes to undergo geo-technical analysis to ensure the safety of on-site and area property owners.
- Limit growth on soils with steep slopes or seasonal flooding by limiting densities and encouraging preservation of open space through cluster subdivisions.
- The city will maintain an inventory of vacant land planned for commercial/ industrial development in coordination with the Lewis County Economic Development Council.
- The city shall consider applications for facilities of statewide or regional significance and essential public facilities through its conditional use process. The city may require conditions to ensure compatibility with surrounding uses, but shall not place such conditions that preclude the facility.
- The city will honor Tribal lands and natural resources.
- Toledo will continue to honor private property rights.
- The number of clustered residential units may equal the total number of units allowed under the City's zoning for the entire parcel, provided other health and safety issues included in the subdivision and zoning ordinance have been considered.

## Toledo Wetland, Aquifer Recharge Area & Groundwater Policies

- Development proposed within or adjacent identified wetland areas shall be required follow the City's Critical Areas Ordinance for design approval of any development requested.
- A site delineation and report plan developed by the applicant with the assistance of the Department of Ecology or other qualified wetland biologist acceptable to the City shall be required as a part of the application for review. The plan shall establish the location of wetlands according to the State's four-tier rating system.
- As required by State law, the City shall continue a well monitoring program to identify and maintain the wells' water quality.

- To maintain GMA compliance, City policies regarding protection of the quality and quantity of ground water used for public water supplies will be in accordance with the Department of Ecology's Critical Aquifer Recharge Areas Guidance Document and the Water Resource Inventory Assessment (WRIA).
- Adhere to the Wellhead Protection Plan November 1998, adopted in the Water Comprehensive Plan. This plan will be updated in 2020.
- Protect the city's groundwater resources as a potable water supply source by not allowing future development relying on-site sewage disposal systems to locate on highly permeable soils.

### **Toledo Critical Areas, Fish and Wildlife Habitat Policies**

- Development proposed within, or adjacent to identified habitat conservation areas shall be required to utilize the Planned Unit Development approach for design approval of any development request.
- A management plan prepared by the applicant with assistance from the Department of Fish and Wildlife or a qualified habitat biologist acceptable to the City shall be required as a part of the application. The plan shall establish the location of habitat corridors, identify the buffer areas and locate the highest and lowest value habitat areas. Planned Unit Development will be considered for cluster development in upland and lower value areas and retain high value habitats in a natural state.

### **Toledo Community Suggestions for Land Use Element**

- Propose a reduction in minimum lot sizes (8,000 square foot or more). Allow for larger lots to be subdivided to accommodate smaller house footprints and higher density.
  - Considerations to keep in mind:
    - Water and Sewer
    - Alleyways
- Research and work with Lewis County to adopt and maintain South County Park (Wallace Pond) and the surround park.

# HOUSING ELEMENT

## Growth Management Act Requirements

The Housing Element is intended to ensure the vitality and character of established residential neighborhoods, encourage the availability of affordable housing to all economic segments of the population, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock. It should also be consistent with relevant Countywide Planning Policies and include the following:

- An inventory of existing housing units and an analysis of the number and type of housing units necessary to provide for projected growth over the planning period.
- A statement of goals, policies, objectives, and mandatory provisions for the preservation, improvement, and development of housing, including single-family residences.
- An identification of sufficient land for housing, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, multifamily housing, group homes and foster care facilities.
- Adequate provisions for existing and projected needs of all economic segments of the community.

## Purpose of Housing Element

The Housing Element considers the condition of existing housing stock and future housing needs, and it addresses the provision of housing types to accommodate the lifestyles and economic needs of the community. The City's housing policies and development regulations (zoning, building codes, etc.) mandate how the development and construction of housing will take place. However, unlike the other elements of the comprehensive plan, the City does not directly provide this service. The Housing Element will set the conditions under which the private housing industry will operate, and it establishes goals and policies to meet the community's housing needs.

## Existing Conditions

Toledo's current housing consists of:

- 193 single-family units
- 57 multi-family units
- 54 mobile or manufactured homes

The percentage of Toledo households living in single-family homes compares to that found elsewhere in the state. The percentage of Toledo households living in manufactured homes is over twice the statewide average but nearly identical to Lewis County. Apartments are a much lower percentage of all housing units in Toledo than the state's average, yet slightly higher than county average.

Per the 2010 UGA Survey:

- Minimum lot size for single family unit is 8,000 square feet.
- Every parcel with calculated acreage of .4 or less with one unit is considered fully developed.
- All parcels greater than .40 calculated acres with one unit are considered potentially underdeveloped.
- Every vacant parcel, regardless of size, was analyzed for development potential.

Based on this assessment 77 new dwelling units could be added to the current city limits and UGA. However based on growth potential this leaves a 109 deficit.

Housing Type	Number
Detached Single-family homes	193
Multi Family Units	57
Mobile or Manufactured Homes	54
<b>Total Housing Units</b>	<b>304</b>

Housing Occupancy	City of Toledo	Lewis County
Homeowner Vacancy Rate	3.7%	3.2%
Rental Vacancy Rate	0%	7.3%

Housing occupancy can tell a lot about the overall health of a community’s housing economy. A vacancy rate that is too high can signify a weak housing economy while a vacancy rate that is too low can unnecessarily inflate housing prices. The ideal rental vacancy rate varies dramatically from community to community, but generally a 5% - 8% rental vacancy rate indicates a housing market that is in equilibrium. Additionally, the national homeowner vacancy rate has historically been between 1.5% and 2%. The city of Toledo appears to have average vacancy rates.

### Housing Values

The median property value in Toledo, WA was \$132,900 in 2017, which is 0.611 times smaller than the national average of \$217,600. Between 2016 and 2017 the median property value increased from \$116,500 to \$132,900, a 14.1% increase. The homeownership rate in Toledo, WA is 76.7%, which is higher than the national average of 63.9%.

In Toledo’s city limits, the average property value is in the \$200,000 to \$275,000 range. This average is based on 2020 home sales.

### Homeownership Rate

In 2017, 76.7% of the housing units in Toledo, were occupied by their owner. This percentage grew from the previous year's rate of 62.5%. This percentage of owner-occupation is higher than the national average of 63.9%.

	City of Toledo	Lewis County
Owner-occupied	76.7%	3.2%

The shortage of countywide affordable housing ranked among the top 5 issues in surveys conducted for the Lewis County Community Health Assessment. The information provided in this section will shed light on some of the variables affecting the affordability of housing in Toledo.

The type of housing constructed in a community should reflect the income of its citizens. The median household income in Toledo is \$52,750 [2017 [datausa.io](https://datausa.io)].

Approximately 15.7% (91 out of 581 people) of Toledo's population live below the poverty line. This is higher than the national average of 13.4%. [2017 [datausa.io](https://datausa.io)]

The Census Bureau uses a set of money income thresholds that vary by family size and composition to determine who classifies as impoverished. If a family's total income is less than the family's threshold than that family and every individual in it is considered to be living in poverty.

The United States Department of Housing and Urban Development defines affordable housing as follows: "The occupant is paying no more than 30 percent of gross income for housing costs, including utilities." When that definition is applied to Lewis County the following statements are true:

- In Lewis County, a minimum wage earner (earning \$13.69 per hour, in 2021) could afford rent of no more than \$700 per month. Based on 2020 RentData.org, the average rental cost for a 2-bedroom unit is \$958, in Lewis County.
- A worker earning the minimum wage would have to work 55 hours per week in order to afford a two-bedroom unit priced at the area's Fair Market Rent of \$958.
- The Housing Wage in Lewis County is \$18.77, which represents the amount a full time (40 hours per week) worker would need to earn per hour in order to afford a two-bedroom unit at the area's Fair Market rent.
- August 2020 Lewis County unemployment rate is 9.2%

There are currently 304 homes in Toledo and its UGAs, and there are 202.2 acres in The City of Toledo and its UGAs zoned as residential. Toledo strives for 11 dwelling units per acre.

The OFMs population forecasts project that Toledo's population will reach 1,131 by 2030. Assuming that the average household size will remain the same, 42 new housing units will be needed by 2030. This is based on smaller lot sizes as referenced earlier in this document.



## GMA Goals Relating to Residential Development

- Focus urban growth in urban areas
- Reduce Sprawl
- Encourage affordable housing
- Protect property rights
- Retain open space and habitat areas and develop recreational opportunities

## Countywide Planning Policies for Lewis County Relating to Residential Development

**CWP 1.1:** Cities and towns and all urban growth areas shall include areas and residential densities sufficient to accommodate the majority of the County's adopted 20-year population projection

**CWP 1.2:** Land use planning for the urban growth areas should provide for urban densities of mixed uses where logical and existing and/or planned urban services are available. Affordable housing policies and urban density policies should have equal value in evaluating and / or planning new or expanded housing areas.

**CWP 1.4:** Seek to ensure that development in the unincorporated Urban Growth Areas of cities conforms to applicable City development regulations.

**CWP 4.0:** Public Private Partnerships should be encouraged to build affordable housing to meet the housing needs of people with low and moderate incomes and special needs populations.

**CWP 4.1:** Comprehensive Plan and development regulations should include innovative land use management and construction techniques to promote affordable housing.

**CWP 4.2:** The existing affordable housing stock should be maintained where economically viable and efforts to rehabilitate older and substandard housing, which are otherwise consistent with the Comprehensive Plan Policies, should be encouraged.

## City of Toledo Housing Goals & Policies

- Assure that the City of Toledo will have livable residential neighborhoods with diverse and affordable housing choices for all age groups.
- Encourage new residential development that maintains the character of established neighborhoods while being sensitive to the needs of people with moderate and lower incomes.

- The city will seek assistance from organizations and agencies that help low- and moderate-income people rehabilitate their homes.
- Reduce the effects of urban sprawl by designating areas for high-density residential use.
- Provide housing areas consistent with the community's existing character that offer sufficient open space for public use.
- Build a close knit community and housing area that is safe, free of drugs and crime.
- Tiny homes should be considered in areas where higher density dwellings are appropriate.
- Mobile/manufactured homes shall be considered single-family residences and shall be permitted to the same extent as single-family residences would be permitted to be constructed in all areas of the city.
- Provide for a moderate rate of urban growth and development within the city limits.
- Provide for moderate growth in the expanded UGA.
- Plan for 42 new residential units over the next fifteen years.
- The city encourages property owners to bring housing units up to minimum standards under Title 4, Chapter 1, Building Code, of the City Code.
- Support county-wide efforts to provide housing for all income segments.
- City will continue to support Vision: Toledo beautification and rehabilitation efforts where applicable.
- The city will support maintaining levels of service for public facilities and services that protect housing values in established neighborhoods.
- The city will participate in preparing and submitting grant applications to state and federal agencies for funding housing rehabilitation programs, such as the Community Development Block Grant and Rural Development Programs.
- The City will provide the public accurate and timely information on city development regulations and procedures.
- The city will provide quality public facilities and services to attract new home construction.
- The city will allocate sufficient resources to assure that permit applications are processed in a timely manner.

### **Toledo Community Suggestions for Housing Element**

- Continue to research, consider and recommend smaller lot sizes (from 8,000 square foot to 4,000 square foot) and/or smaller house footprints. This strongly aligns with the GMA Goals of focusing urban growth in urban areas, reducing sprawl, encouraging affordable housing, and protecting property rights.
- Continue to consider Senior Housing options as Toledo's population continues to age.

# CAPITAL FACILITIES, UTILITIES, PARKS & RECREATION ELEMENTS

## Growth Management Act Requirements

The Washington Growth Management Act requires jurisdictions to prepare a Capital Facilities Element that contains the following features:

- An inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities.
- A forecast of the future needs for such capital facilities.
- Proposed locations and capacities of expanded or new capital facilities.
- At least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes.
- A requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan, and financing plan within the capital facilities plan are coordinated and consistent.
- Park and recreation facilities shall be included in the capital facilities plan element.

The Utilities element relates to all services provided, planned, paid, and delivered by providers other than the jurisdiction. It shows the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines.’ The Utilities Element has been combined with Capital Facilities under one heading.

The Parks and Recreation Element implements, and is consistent with, the Capital Facilities Plan Element as it relates to park and recreation facilities. The element shall include estimates of park and recreation demand for at least a ten-year period; an evaluation of facilities and service needs; and an evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand.

## Purpose of the Capital Facilities Plan, Utilities, and Parks & Recreation Elements

The Capital Facilities Element represents the community’s policy plan for the financing of public facilities over the next six years. It outlines the City’s needs and sets policy direction for determining capital improvements and for evaluating proposed capital facility projects. It establishes funding priorities and a strategy for utilizing various funding alternatives. The Capital Facilities Element addresses all public facilities except for the transportation facilities, utilities, and parks and recreation that are addressed in separate elements of the Comprehensive Plan.

The Utilities Element inventories the general location of existing and proposed utilities, and analyzes the capacity to serve planned land uses. The GMA defines utilities as integrated

facility systems that serve the public by means of a network of wires or pipes and ancillary structures. Included are systems for the delivery of natural gas, electricity, telecommunications services, water systems, and sewage disposal. Utilities are distinguished from other capital facilities as being essential services necessary to supporting basic life needs. The high cost of utility infrastructure necessary to deliver the utility service limits competition. Residents pay a fee for utility services while other capital facility services such as police and fire protection are funded by the whole community through taxes.

The Parks & Recreation Element reviews the current condition of the City's parks and open space system and identifies a plan to address the existing and future parks and recreation needs and demands for the next 10 years. The current parks inventory and facilities needs and upgrades are identified in the City of Toledo's 2016 Park Capital Facility Plan, and are listed later in this chapter.

Provide quality public services and community facilities in a fair and cost effective manner for existing residents and planned growth.

Integrate recreational and open space into an overall scheme tied to residential, retail, and civic areas.

## Existing Conditions

### Public Facilities & Utilities

The Lewis County Public Utility District (PUD) provides electric service for all areas of Lewis County, with the exception of Centralia. Lewis County PUD provides electricity to 31,000 consumers through 3,370 miles of energized distribution lines. There is no forecast deficiency for the service area and no plans for new PUD sponsored electrical generation plants. Telephone service and internet services are provided to Toledo residents by ToledoTel. Puget Sound Energy provide natural gas services to the city.

### Water System

The City of Toledo owns and operates a Group A municipal water supply system. Two wells, Numbers 1 and 2, serve as the sole supply source for the system. The combined capacity of the wells is 255 gallons per minute or 367,200 gallons per day. Two reservoirs a, 250,000-gallon steel reservoir and a 169,000 gallon concrete reservoir provides storage for standby, equalization, and fire flow volume needs. A total of 41,300 lineal feet of various pipe widths distribute water to 321 connections, 12 of which are located outside of the city limits. On an annual basis, the system currently produces around 34 million gallons.

The City is currently completing a new Water Comprehensive Plan to determine the water needs for the next 20 years. An evaluation of water rights, future growth, projects and land use water assessments will be a part of this plan.

The city's established level of service standard for the system is to provide an average production rate of 150 gallons of water per capita per day. The minimum maintained pressure is at least 30 pounds per square inch (psi) under maximum hour demand and at least 20 psi under fire flow conditions. Residential fire flow requirements are to be no less than 500 gallons per minute (gpm) for 60 minutes. Fire flow requirements for new commercial, multi-family structures greater than 4000 square feet, and industrial buildings is to be 1,000 gpm for 60 minutes.

The current distribution system has essentially been in place since 1929. A 1975 overall water system upgrade included construction of the 250,000-gallon reservoir and the placement of all 8" AC pipes. The high school added two booster pumps to increase water supply and fire flow. Well No. 1 was brought on-line in 1974 and Well No. 2 was activated sometime prior to that year (exact date is unknown). In 2017 a 169,000-gallon concrete tank was installed and the 250,000 gallon steel tank went through major rehab that included an interior and exterior coating. In September 2019, Toledo City Council approved a \$27,000 water meter improvement plan to replace defective and leaky water housing units and upgrade meter reader heads.

Additional projects in 1997, 2003 and 2005 replaced and/or upgraded water lines to reduce water loss and increase fire flows in the city and the elementary school.

### ***Sewer System***

Toledo's sewer system went through a complete transformation in 2015 from a three-pond lagoon to a modern oxidation ditch activated sludge facility. This project included replacement of influent pump station, headworks with mechanical fine screen, grit channels and flow meters, bioselector zones, oxidation ditch with retrievable diffusers, two secondary clarifiers, RAS/WAS/Scum pump station, effluent filter, UV disinfection, effluent pump station, effluent flow meter, aerobic digesters, blowers, sludge drying beds, new lab and operations building, extension of the outfall to the Cowlitz River, non-potable water system, plant drain pump station and a new access road from South Fifth Street. The lagoon system was decommissioned by draining and removing the sludge, as well as partial filling. In 2020 a screw press was added to help with sludge removal. The sewer system consists of nearly 23,000 lineal feet of collection pipe.

There are currently 308 residences, businesses, and institutional accounts connected to the system. Pipe diameters range from 6-inch collection lines to 12-inch main lines. Wastewater collected through this system then converges at the pump station located at the southern end of 5<sup>th</sup> Street which pumps wastes to the treatment plant through 1,050 lineal feet of six-inch cast iron force main. The pump station is capable of handling a flow of 400,000 gallons per day.



Collected wastewater receives secondary treatment at the sewage treatment plant. The plant's treatment process designed to handle a peak flow of up to 0.4 million gallons per day and a BOD and TSS removal of 180 lb. each per day. Treated effluent is discharged to the Cowlitz River through a 12" outfall. The National Pollution Discharge Elimination System (NPDES) permit for the plant currently allows only an average daily flow of 0.135 million gallon, 34 pounds of BOD per day, and 56 pounds of TSS per day.

The sewage treatment plant has ample capacity to support planned growth. The pump station and the collection system are also considered adequate to handle the raw sewage peak flows of the plant's design.

The Department of Ecology's Criteria for Sewage Works Design uses a design criteria of 100 gallons of wastewater flow per capita per day. Toledo per capita average wastewater flow is currently estimated at 95 gallons per capita per day.

The collection system has been mostly in place since 1963, with two line extensions occurring in 1975 and 1989. The pump station was upgraded in 1986. The sewage treatment plant was also upgraded in that same year to provide secondary treatment. Additional line upgrades and residential connections occurred in 1997 and 2003. To date, only three homes within the city limits still rely on on-site sewage systems. The homes are on properties east of Bill Creek and would be prohibitively expensive to connect to the system.

The city has made significant progress in reducing infiltration of groundwater into its collection system through an aggressive program of replacing lines. As a result, the treatment plant has significantly reduced its maximum average daily flow levels to an average of 135,000 gpd, well within its NPDES parameters. Reduced flows at the plant have created other problems; effluent from the plant is more concentrated, making it high in pH in the spring and fall, as well as high in suspended solids after the summer. The plant no longer needs to discharge during the summer months.

The City of Toledo has aggressively attempted to reduce the collection system I/I. Two major projects, one in 1996 and one in 2003, have replace over 55 percent of their collection system. The projects have been effective in reducing I/I, but there is work to be done to meet EPA guidelines for I/I. The two major areas where the City could focus efforts are replacement of remaining older sewer mains and replacement of side sewers from the property line to the residence.

Approximately 45 percent of the City's collection system is over 50 years old. Given the age of the system; the City should plan on beginning a program to replace these aging lines. There is approximately 7,800 lineal feet of sewer main remaining that was not replaced in 1996 and 2003.

Since the 8-inch Fifth Street trunk line has a capacity of 0.50 MGD, the remaining portions of the collection system should be replaced with 8-inch PVC pipe to ensure capacity through the expected life of the pipe. The projects, with costs, have been broken up into 23 segments.



Trunk ID	Diameter (inches)	Length (feet)	Construction Cost	Project Cost
R-1	12	160	\$ 62,000	\$ 78,000
R-2	8	880	\$ 286,000	\$ 358,000
R-3	8	130	\$ 48,000	\$ 60,000
R-4A	8	630	\$ 212,000	\$ 265,000
R-4B	8	270	\$ 91,000	\$ 114,000
R-4C	8	280	\$ 92,000	\$ 115,000
R-4D	8	90	\$ 36,000	\$ 45,000
R-5A	8	120	\$ 47,000j	\$ 59,000
R-5B	8	100	\$39,000	\$ 49,000
R-5C	8	130	\$ 48,000	\$ 60,000
R-6	8	470	\$ 156,000	\$ 195,000
R-7	8	210	\$ 73,000	\$ 91,000
R-8	8	660	\$ 221,000	\$ 276,000
R-9	8	190	\$ 66,000	\$ 83,000
R-10A	8	170	\$ 61,000	\$ 76,000
R-10B	8	360	\$ 125,000	\$ 156,000
R-10C	8	250	\$ 85,000	\$ 106,000
R-10D	8	190	\$ 66,000	\$ 83,000
R-11A	8	280	\$ 92,000	\$ 115,000
R-11B	8	170	\$ 61,000	\$ 76,000
R-11C	8	240	\$ 81,000	\$ 101,000
R-12	8	220	\$ 75,000	\$ 94,000
R-13	8	1,600	\$ 521,000	\$ 651,000

Cost savings could be achieved if multiple projects are completed as part of a single project. To avoid excessive disruption of the downtown area, projects could be compiled into 3-year increments (1,500 linear feet or more) and/or coordinated with road improvement projects when possible.

The City is currently in the design phase of water and sewer trunk lines from North Fifth Street up State Route 506 (Toledo-Vader Road) to Plomondon Road to service growth in the Urban Growth Area and the light industrial properties.

## Utilities

### *Telephone and Internet Services*

ToledoTel provides telephone and Internet services to the City of Toledo and the areas included in the 864 telephone prefix.

Through grants and loans, ToledoTel has been able to run fiber optic Internet to all households in the 864-telephone prefix. ToledoTel's Internet service is one of the top 5 fastest in the county.



### *Garbage and Recycling*

LeMay (owned by Waste Management) provides garbage and recycling services to the City of Toledo. There is currently no curbside glass recycling through LeMay.

### **Law Enforcement, Fire & Hospital Services**

#### *Law Enforcement*

The City of Toledo Police Department provides law enforcement. Staffing includes a chief, one paid officer, and two active reserve officers. The department maintains a fleet of three patrol vehicles. The city contracts with Lewis County for jail, court, and emergency management, and communication services. The Cowlitz Tribe also maintains a law enforcement presence in the area.

#### *Lewis County Fire District #2*

Lewis County Fire District #2 provides fire protection and emergency medical services to Toledo and 98 square miles of land within Lewis County. The district has 18 volunteer fire fighters, emergency medical technicians, and paramedics. There are 3 Paid Staff. There are three stations in the district, including the main district fire hall located in Toledo just north of the City Hall on Second Street. The City of Toledo has no financial or contractual relationship with the Fire District.

As of the end of 2019, the fire department has 4-paid position and 16 volunteers.

<b>Description</b>	<b>Use</b>
2004 Chevrolet Blazer	Fire Auto
2018 Dodge	Ambulance
2007 Northstar	Ambulance
2006 Interstate	Fire Support Vehicle
2002 Dodge Ram	Fire Truck
2009 Ford F550 Brush	Fire Truck
2008 Ford Brush	Fire Truck
1993 Freightliner	Fire Truck
1939 Dodge	Engine
2003 Kenworth Tanker	Fire Truck
1995 Freightliner Cummins FL70	Fire Truck
1999 Pierce Saber	Fire Pumper
2015 Chevrolet Silverado 2500HD	Fire Auto
2020 Pierce 28.280	Pumper

The Toledo Fire Hall underwent major renovations in 1995 that added a new bay, administrative office, and training room. The district has a fire rating of six in Toledo and a rating of eight beyond the city limits.

### *Hospital*

Providence Centralia Hospital is located about 23 miles away; the Longview Hospice Care Center Hospital is 30 miles away, as is Peace Health St. John Medical Center in Longview.

Valley View Medical Clinic occupies a building on Ramsey Way and provides outpatient care Monday through Friday.

There are no emergency or after hour medical services in Toledo. 911/EMT/Fire Department are on call for these sorts of incidents.

### *Toledo School District No. 237*

The Toledo School District No. 237 provides educational services to 783 students in grades K through 12th. The district's jurisdictional boundary includes the City of Toledo and about 135 square miles of unincorporated area of the county that roughly extends to the Lewis and Clark State Park to the north, the Cowlitz Salmon Hatchery to the east, the Lewis-Cowlitz County line to the south, and the eastern city limits of the City of Vader to the west. Other than Toledo, there are no other incorporated communities located within the district. However, students in the nearby communities may choose to attend school in the district.

The district's primary facilities include Elementary, Middle, High Schools and the Cowlitz Prairie Alternative School.

The High School is located just north of the Toledo City Limits on Highway 505. The existing building was constructed in 1974. A bond measure (\$25 million), passed in 2019, has provided funds to construct a new high school facility with the capacity to handle 400 students. The enrollment in the High School was 215 students during the 2020-2021 school year with 26 Staff supporting this population. The High School is on the city's sewer and water systems. The high school has one well on site to assist with irrigation needs.

The locations of the Middle and Elementary Schools are within the city limits. The Middle School, built during the early 1940s and upgraded in 1995, is in good structural condition. Enrollment in the Middle School was 156 students during the 2020/2021 school year. The Middle School staff is currently 27. The Elementary School, expanded in 1996, had an enrollment of 330 in the 2020/2021 school year with 42 Staff. The Cowlitz Prairie Alternative School services 76 students and 2 Staff.

The District Office is located in downtown Toledo. There are 5 District Office Staff; 3 Maintenance Staff and 9 Transportation Staff. All four schools are capable of expansion in future years to accommodate additional student enrollment.

### *Libraries*

Toledo has a volunteer-based public library in the downtown business district. In addition the Timberland Regional Library provides check out and pick up at a kiosk in front of the library.

### *Parks*

Toledo owns and maintains Kemp Olson Memorial park within the city limits. Approximately nine acres in size, the park offers a sheltered picnic area, play ground with water-spray park, restrooms with showers, camping for recreational vehicles and RV dump station. There is also a Veterans memorial wall. Lions Club, Vision:Toledo and other volunteers contribute to the improvement and beautification on an as-needed basis.

Toledo also owns and maintains the Toledo downtown Cowlitz River Boat Launch on 1st street. This includes a 2 lane boat launch, restrooms, gazebo with picnic table, and observation deck cantilevered over the river, a life vest station and ADA parking. Truck-trailer parking is available in a City owned parking lot across the street with overflow behind City Hall.

Through Vision:Toledo and volunteer funding, Steamboat Alley is a small park between two business buildings on Cowlitz Street. The City owns this Alleyway. There are many other “pocket” parks scattered throughout the community.

Other recreational areas and facilities available to the public within and or in close proximity to the Toledo City Limits include the South Lewis County Park, the Toledo School District, the Toledo Little League Field, and the Girls Softball Association Field.

### *City Buildings*

The Toledo City Hall is located near the downtown center at 130 North Second Street. City Hall contains the administrative offices of the City Clerk/Treasurer, the Police Station, Council Chambers, and the Toledo Food Bank.

The building itself was thought to be originally a barn that was first converted to a community center, and then into the present-day City Hall. Only those sections used by the Police, Clerk, and Council have been remodeled. The Council Chambers can comfortably accommodate a public audience of around 20 people. The building is structurally in poor condition, lacks public restrooms, and is not accessible to people with disabilities. The City intends to approach the community over the five to ten years about renovating and/or constructing a new, multi-purpose facility.

The Scout Lodge located at 200 N. Second Street is another city-owned building used as a Head Start Center. This building was originally a school prior to city ownership and has recently been remodeled. The building is in good condition.

The city's Maintenance Shop is located outside of the city limits approximately one-half mile north along Highway 505. The building is used for equipment and vehicle maintenance and repair as well as storage. This older concrete block building was a restaurant before being acquired by the city and is rated in a fair, yet functional condition.

### ***Lewis County Cemetery District No. 7***

The Lewis County Cemetery District No. 7 owns and manages the 5.2-acre cemetery within Toledo. The cemetery has a caretaker who maintains the grounds.

## **Criteria for Siting Essential Public Facilities**

The Growth Management Act (GMA) requires that each city or county establish a process for identifying and siting all essential public facilities that are typically difficult to site such as airports, state education facilities, state and local correctional facilities, state or regional transportation facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, and group homes. The GMA included this provision because citing certain public facilities has become difficult. Many factors contributed to this problem, including increased demand for facilities to serve a growing population, increased competition for land as the state becomes more urbanized and problems with citing processes. By including a process for citing essential facilities in the Comprehensive Plan, deficiencies in the citing process can be minimized.

Pursuant to City of Toledo Municipal Code 11.1.1, essential public facilities meeting the requirements specified in RCW 36.70A.200 shall be permitted in the same manner as other conditional uses and special zoning permits.

Four local, city and state sources are used to identify and regulate the siting of essential public facilities:

- RCW 36.70A.200
- WAC 365.196.550
- Lewis County Comprehensive Plan
- State Office of Financial Management

## **GMA Goals relating to Capital Facilities, Utilities, and Parks & Recreation**

- Focus urban growth in urban areas
- Reduce Sprawl
- Provide efficient transportation
- Encourage sustainable economic development
- Protect property rights
- Process permits in a timely and fair manner
- Retain open space and habitat areas and develop recreational opportunities
- Protect the environment
- Manage shorelines wisely
- Preserve important historic resources

## Countywide Planning Policies for Lewis County Relating to Water

**CWPP 2.2:** Large scale commercial and industrial development, except development directly dependent on local agriculture, forestry, mining, and resource operations, should be restricted to cities or designated urban growth areas where adequate

## Countywide Planning Policies for Lewis County Relating to Wastewater

**CWPP 2.3:** Lewis County recognizes that sewer is an urban service. Public sewer extension outside Urban Growth Areas shall be provided at a Level of Service (LOS) consistent with state law, and the County's development standards and comprehensive plan for densities and uses associated with size, scale and intensity for growth in rural parts of the County. Public sewer connections may be permitted only if hookup sites comply with one of the following situations:

- A. The Lewis County Health Officer has determined that extension of sewer service is necessary to protect public health and safety.
- B. The public sewer provides service to existing local and major essential public facilities.
- C. The public sewer provides levels of sewage collection and treatment necessary to facilitate and support infill development or redevelopment of limited area of more intensive rural development (LAMIRDs).

**CWPP: 2.4** Lewis County recognizes that water is an urban and rural service. Extension of water service beyond UGAs can be permitted within state adopted Water Service areas and/or where required , by the Lewis County Board of County Commissioners as described by the following conditions:

- A. The Lewis County Health Officer has determined that extension of domestic water is necessary to protect public health and safety, or
- B. Public water service connections and water service lines can be extended outside UGAs where the following conditions are met:
  - 1. Connections and extensions shall be within current State approved water system plans, and
  - 2. Connections and extensions shall demonstrate adequate capacity exists and minimum flow requirements are met, and
  - 3. Connections and extensions shall be at a Rural Level of Service, which Is defined as providing only the number of connections consistent with current County zoning and development regulations in effect on the subject property, or
  - 4. The number of connections can exceed the maximum zoning density if a higher intensity existed on or prior to July 1, 1993, or

5. A use now considered to be non-conforming existed on or prior to July 1, 1993.
- C. State approved Water Service Areas can be expanded inside limited areas of more intensive rural development (LAMIRDs) if they are consistent with the County Comprehensive Plan and development regulations.

**CWPP 2.6:** Developments authorized under RCW 36.70A.350, .360, .362, .365, .367 and .368 may be served by urban sewer and water systems consistent with state law. However, no additional connections may be allowed at urban levels of service in the rural area and resource lands between adopted UGAs.

Sewer expansion should not occur in areas outside the UGA and resource lands except where needed to address specific health and safety problems. Sewers may be extended only after a finding is made that no alternatives are feasible.

Urban water system extension should not be permitted in rural areas and resource lands except to solve immediate health or safety problems threatening existing residents. If urban water systems are extended, the number of hookups shall be limited to that which is consistent with the adopted rural element of the adopted Comprehensive Plan.

Sewer and water systems for proposed development within the City's adopted Urban Growth Area where urban sewer and water systems are not available shall be designed, cited, and built to facilitate eventual conversion to urban sewer and water systems.

## Countywide Planning Policies for Lewis County Relating to Parks & Recreation

The over-arching policy goal is to encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

### City of Toledo Parks Mission and Goals

To provide a safe and aesthetically pleasing environment with outdoor recreational activities for Toledo's residents, students, and visitors.

- Maintain and improve existing parks – Kemp Olson Memorial Park.
- Maintain and improve the City boat launch area.
- Develop adequate walking and bicycle paths to promote good health and have wildlife viewing and historical education available in Toledo and its surrounding areas.
- Cooperate with other public and private agencies to work toward the development of recreation facilities in Toledo and surrounding area.



- Develop and maintain mini-parks throughout the city for passive recreation and safe areas for citizens.

## City of Toledo Utilities Goals

- Provide adequate utility services to support the economic base.
- Provide for facilities essential to the Toledo community's public health, safety and welfare.

## City of Toledo Utilities Policies

- The City shall work with utility purveyors to provide areas for services within public rights-of-way.
- The City will encourage utility purveyors to make improvements in the City's urban area prior to planned repair and overlay projects on city streets.
- The City shall request that utility purveyors review and comment on proposed development so that adequate utility services are provided in a timely fashion.
- The City shall continue to coordinate essential public facilities, such as solid waste management, with Lewis County and other jurisdictions
- Maintain ongoing and cooperative partnerships with utility providers to assist in facilitating the reliable delivery of electric, telephone, and cable television services in the City of Toledo in an economical manner that respects the aesthetic character of the community.
- New subdivisions will be required to have underground utilities.

## City of Toledo Water Facilities Goals

- Endeavor to have adequate water services to support a self-sustaining community.
- Maintain all water facilities.
- Maintain safe public facilities.
- Discourage conversion of open space land in the City of Toledo that conserves and enhances natural scenic resources, promote recreational opportunities, and protects critical areas, and the city's water supply.

## City of Toledo Water Facilities Policies

- The City of Toledo should explore new water sources within the Urban Growth Area and consider all opportunities to obtain additional water resources, including acquisition of existing private water sources.
- The City should prioritize improvements in order to provide the greatest benefit to community common areas in the downtown core. Where possible, local improvement districts, late-comers' agreements, and grant funds should be used for smaller projects.
- Water services may be provided to the Urban Growth Area but such services shall not be connected to uses in non-urban areas unless such connections are consistent with

state law and the City of Toledo Comprehensive Plan (and subsequent updates) and have been approved by Lewis County.

- All water system expansion shall be completed in compliance with Department of Health and City standards as approved by the Toledo Public Works Director.
- New development shall pay its own way though requirements for improvements in subdivision regulations, development charges for utility hook-ups, and voluntary contributions for off-site impacts.

### **Toledo Community Suggestions for Capital Facilities, Utilities, Parks & Recreation Element**

- Continue to work with Lewis County on an adoption and transfer of ownership for the South County Park / Wallace Pond located across the Cowlitz River, east of downtown.
- The city will work with Lewis County in an effort to implement a more comprehensive recycling program.

# TRANSPORTATION ELEMENT

## Growth Management Act Requirements

The Growth Management Act requires the Transportation Element of the Comprehensive Plan to contain several sub-elements:

- An inventory of air, water, and ground transportation facilities and services
- Level of service standards for locally-owned arterials, transit routes and state owned transportation facilities
- Actions and requirements for bringing into compliance locally-owned transportation facilities that are below established LOS standards
- Existing and planned transportation demand (TDM) strategies
- Pedestrian and bicycle component
- A forecast of traffic for at least 10 years, based on the Land Use element
- Expansion needs to meet current and future demands
- A multilayer financing plan based on the needs identified in the comprehensive plan
- A discussion of intergovernmental coordination efforts
- A discussion of how the transportation plan implements and is consistent with the land use element, and how it is consistent with the regional transportation plan.

## Purpose of the Transportation Element

The purpose of the Transportation Element is to establish goals and policies that will guide the development of surface transportation in the City of Toledo, in a manner consistent with the overall goals of the Comprehensive Plan. Based upon existing and projected land use and travel patterns, the Transportation Element addresses roadway classifications, bicycle and pedestrian access, levels of service, future travel forecasts, and transportation system improvements. It establishes policy for transportation system development, and for existing and future improvement of transportation programs and facilities.

## Existing Conditions

The transportation system serving the City of Toledo and the Urban Growth Area consists of municipal, county and state roads as well as a regional airport. There are no railroads serving the city.

### City Street Systems

There are approximately six miles of developed streets within the City of Toledo consisting of concrete (.05 mile), asphalt (.84 mile), and bituminous (5.06 miles) surfaces. Designated arterials in the city include portions of 2nd, 3rd, 5th, 6th, Oak, Augustus, and St. Helens Streets.

Most streets in the city have a hard-surface with storm drainage improvements. Like most small communities, street traffic is relatively light. The condition of the city's street system is generally good, although some improvements in storm drainage and curbing are needed.

State of Washington State Route 505 is the primary road link for Toledo vehicles traveling northbound on US Interstate 5. This 20 mile state route begins five miles to the northwest of Toledo at the City of Winlock and terminates 15 miles to the southeast where it connects to SR 504. SR 505 joins US Interstate 5 at Exit 63, three miles to the northwest of Toledo. SR 505 is a major thoroughfare within Toledo for nearly ¾ of a mile and makes-up Kellogg Way and portions of 5th and Cowlitz Streets.

According WSDOT Traffic GeoPortal (last update 2018), SR 505 mile post 6.52 - 7.02 saw an average daily traffic volume of 3,800.

SR 505 is one of the tourist routes to Mount St. Helens National Volcanic Monument.

### **Lewis County Roadways**

The Toledo-Vader and McNulty Roads are Lewis County roadways. The Toledo-Vader Road is an all-weather paved road approximately three miles in length that connects to SR 506 west of US I-5 at Exit 60. This is an alternate connection for traffic from Toledo intending to travel south on US I-5. The road is in good condition. McNulty Road branches off of Augustus Street at the city limits and serves several county residences. This road has a chip seal surface and dead-ends less than ¼ mile west of the city. McNulty road is in good condition. Both roads are capable of handling an increase in traffic resulting from the growth forecasts for the Toledo Urban Growth Area.

### **Summary from WSDOT Corridor Plan**

SR 505 is a state highway that connects the town of Winlock and SR 504, crossing over I-5 midway. This corridor encompasses all of SR 505 and primarily serves the rural towns of Winlock and Toledo. The eastern portion of the corridor functions as an alternate route for the western portion of SR 504 away from Mt St Helens. The corridor provides connections to recreational destinations such as Mt St Helens, Silver Lake, and Riverdale Raceway, as well as linking to I-5 and old highway 603 to destinations north and south of the corridor. The portion of the corridor east of I-5 is a designated Scenic and Recreation Highway and serves as a gateway to natural and scenic resources.

The 505 corridor provides links to the Centralia and Kelso- Longview Amtrak stations. Sidewalks are intermittent along the corridor, except in parts of the central business district of Winlock, as well as parts of Toledo. One park and ride lot is located off the corridor at the SR 505 and Camus Road intersection near I-5.

Based on the projected population, land use, and economic trends, the future function of this corridor is expected to remain the same.

### **Ed Carlson Memorial Field – South Lewis County Airport**

Lewis County owns and operates the Ed Carlson Memorial Field South Lewis County Airport. This public airport is located three miles northeast of Toledo in Lewis County and covers nearly 95 acres. The airport has 32 based aircraft. The airport has one asphalt runway that is 4,960 feet long and 150 feet wide with pilot controlled medium intensity lights.

## Public Transportation

The Cowlitz Tribe provides dial-a-ride service to all residents within 20 miles of I-5 between Chehalis and Woodland.

## Six-Year Transportation Improvement Program

Pursuant to RCW 35.77.010, cities and counties are required to prepare and adopt a Transportation Improvement Program (TIP) for the ensuing six calendar years. These six-year TIPs are to be consistent with the city or county comprehensive plans and include proposed road and bridge construction work and other transportation facilities and programs deemed appropriate. Since 2005, TIPs must include any new or enhanced bicycle or pedestrian facilities identified pursuant to RCW 36.70A.070 (6) or other changes that promote non-motorized transit. Lewis County develops an annual TIP to address roadway deficiencies related to capacity, safety, or pavement restoration.

Toledo's Six-Year Transportation Improvement Program focuses on maintaining and improving existing city streets and arterials. The assumptions used for developing the plan reflect that growth trends forecast over the planning period will not make it necessary to significantly upgrade or improve existing city-owned streets.

### 2019 - 2024 City Adopted Projects

Priority	Project Title	Cost Estimate
1	Maple Street Improvements	\$498,000
2	Washington Street Sidewalk (S. Fifth St. to S. Sixth St.)	\$240,000
3	SR 505 Sidewalk Improvements (South of Silver Street)	\$325,000
4	SR 505 Sidewalk Improvements	\$245,000
5	Hemlock Street Improvements	\$490,000
6	Augustus Street Improvements	\$324,000
7	Miscellaneous Chip Seal Improvements	\$88,000
8	First Street Sidewalk	\$174,000
9	Old Pacific Road Improvements	\$50,000
10	Miscellaneous Trail Improvements	\$2,000,000

## Level of Service Standards

WSDOT program Transportation Improvement Board uses a variety of measures to monitor the characteristics of roads and bridges. These measures include evaluations of the capacity and condition of the facilities.

WSDOT utilizes Level of Service to evaluate the capacity of road segments and intersections. This measure considers the amount of delay or congestion experienced by motorists as they pass through intersections and travel along a road.

Though Level of Service is a qualitative measure of traffic conditions, the analysis is based on quantitative indicators, including the time required to wait at an intersection or the overall congestion of a road.

To evaluate the Level of Service along road segments, the county utilizes the Volume to Capacity ratio (V/C). This measurement considers the overall capacity of the segments, and the volumes that exist or are likely on the facility. When a road segment has sufficient capacity for the traffic it handles (i.e. the road is not full), the Level of Service is high, traffic flows freely and overall driver comfort is maximized. When the volumes of a road approach the capacity of the facility, the LOS decreases, the road is congested, and drivers are forced to slow and/or wait in traffic.

The current established LOS for all streets within Toledo is LOS D.

The Lewis County roadway system has sufficient capacity for current and future (2025) transportation needs. In many cases, roadways have daily traffic flows less than half the level that could be accommodated. The countywide level of service generally ranges between LOS-A and LOS-B.

### **Transportation Demand Management Strategies**

It is the policy of Lewis County to encourage alternate means of transportation and transportation coordination to encourage efficient use of transportation facilities and multi-modal transportation facilities.

### **Pedestrian and Bicycle Access**

Bicycle and pedestrian facilities in Toledo are provided via sidewalks, walkways, roadway shoulders, trails, and city parks. Pedestrian improvements include sidewalks, lighting, and crossing improvements. The Toledo Police Department in cooperation with the Lewis County Sheriffs Department promotes bicycle safety and have a “Bike Rodeo” at the Toledo Elementary School.

Toledo continues to encourage street improvements that contribute to the small town atmosphere and recreational needs of residents and visitors.

Improvements to the current trail system are part of 2016 Comprehensive Parks and Recreation Plan. Some examples are:

- Add a river bank trail system connecting the boat launch to overflow parking.
- Develop decommissioned wastewater treatment ponds (bike park/dog park/outdoor amphitheater/disc golf/trails/etc.)

### **Relation to Land Use Element**

New roadways and streets will be necessary to accommodate future residential, commercial and industrial development.

Forecasts show that county roadways located within the Toledo area have kept pace with population growth, and will meet their estimated future capacity through efforts such as Washington Department of Transportation's Six Year Transportation Improvement Program.

## GMA Goals Related to Transportation

- Focus urban growth in urban areas
- Reduce Sprawl
- Provide efficient transportation
- Encourage sustainable economic development
- Protect property rights
- Retain open space and habitat areas and develop recreational opportunities
- Protect the environment
- Manage shorelines wisely
- Preserve important historic resources

## Countywide Planning Policies for Lewis County Relating to Transportation

- CWPP 3.0:** The Transportation Element of the Comprehensive Plan should be designed to: 1) facilitate the flow of people, goods and services so as to strengthen the local and regional economy; and 2) conform with the Land Use Element of the Comprehensive Plan.
- CWPP 3.1:** Level of Service (LOS) standards and safety standards shall be established that coordinate and link with the urban growth and urban areas to optimize land use and traffic compatibility over the long term. New or expansion of existing private and public Lewis County Countywide Planning Policies development shall mitigate transportation impacts concurrently with the development and occupancy of the project.
- CWPP 3.2:** The County and cities should coordinate agreements to cover situations where the demands created by new or expanded existing private or public development affect adjoining jurisdictions such as between cities or between the County and cities.
- CWPP 3.3:** Local jurisdictions should coordinate plans, programs and projects with regional, state and federal agencies to ensure consistency between land use development and transportation facilities.
- CWPP 3.4:** State and local governments should ensure adequate road access to scenic and recreational areas, to accommodate local and tourist traffic.
- CWPP 3.5:** Airport authorities should maintain and improve airport facilities to safely accommodate current and future air service demands.
- CWPP 3.6:** State and local agencies should reduce conflicts between rail and vehicular traffic wherever possible and support enhancement of rail and high-speed rail planning efforts in the region.
- CWPP 3.7:** The County and cities should encourage the use of alternative transportation modes, including mass transit, bicycles, and carpooling when developing improvement programs, designing new development and standards.
- CWPP 3.8:** Cost effectiveness shall be a consideration in transportation expenditures decisions and a balance established for both safety and service improvements.



**CWPP 3.9:** Local and State agencies should investigate a full range of actions when improving regional transportation facilities, including transportation systems and demand management programs to improve efficiency and mitigate environmental impacts.

**CWPP 3.10:** State and local agencies should identify hazardous locations on the regional road system and target resources toward those goals.

## City of Toledo Transportation Policies

- Toledo will continue to coordinate plans, programs and projects with regional, state and federal agencies to ensure consistency between land use development and transportation facilities and adhere to the character of the City.
- The city will monitor existing arterial streets for their adequacy in meeting the demands of increased traffic resulting from growth.
- The city requires all land uses to have safe access to a public street.
- The city will adopt design criteria for public streets that will be enforced for both public and private street improvements or expansion.
- All new or expanded streets must be designed and constructed to accommodate emergency services and vehicles.
- The city will develop and enforce functional off-street parking standards and landscaping requirements in private development projects through the zoning and subdivision ordinances.
- The city will coordinate expansion of the street system to provide for logical extension of exiting streets for efficient traffic circulation.
- New residential developments should consider having homes facing quiet local streets rather than busy arterial streets and state highways.
- The city will use property taxes, state-shared motor vehicle excise and fuel taxes, investment interest, and if feasible, a street utility tax, to fund annual operating needs for city streets.
- The city will incorporate sidewalks, curbs, and gutters in all new street construction projects.
- The city will support bicycle and pedestrian pathways on state and regional county roads passing through the community.
- The city will support bicycle safety programs through the school district to educate the public on the Rules of the Roads for bicyclists.
- New development shall pay its own way for streets through requirements for improvements in zoning and subdivision ordinances.
- Expenditures for streets will be based on the following priorities:
  6. Remedy an urgent or emergency condition that is dangerous to public health or safety;
  7. Correct existing deficiencies;
  8. Meet the needs of planned growth; and
  9. Add desirable new streets or amenities.
- The city is be an active partner in the Southwest Regional Transportation Planning Commission.

## Toledo Community Suggestions for Transportation Element

- Support public and private transportation choices that compliment the desired community character and objectives of the land use element of the city's Comprehensive Plan.
- Maintain a safe, efficient, well-maintained street system with appropriate standards for the residential, commercial, employment, and recreational needs of citizens and visitors.
- Monitor and encourage regional efforts to bring transit services to city residents.

# ECONOMIC DEVELOPMENT ELEMENT

## Growth Management Act Requirements

The Economic Development Element establishes local goals, policies, objectives, and provisions for economic growth, vitality and a high quality of life. The element includes a summary of current economic conditions.

## Purpose of Economic Development Element

To identify desired levels of job growth and commercial and industrial expansion.

## Existing Conditions

Recession has been difficult on Lewis County, as its unemployment rates have remained one of the highest in the state for the better part of the downturn. Without the aid of the Puget Sound corridor, job creation has been difficult and the return to pre-recession numbers will likely take time and patience. However, with unemployment dropping and nonfarm employment adding jobs the outlook is positive for the county as it continues to distance itself from the crippling recession.

The labor force in Lewis County has been on a slow decline for several years. Between 2009 and 2014 the total labor force in Lewis County fell from 31,620 to 27,430. In addition, the Lewis County unemployment rate has historically averaged higher than the state average. Today, the county's 7.1% unemployment rate remains higher than the state and national rates of 4.8% and 5.1% respectively. However, the unemployment rate in Lewis County has been steadily shrinking since its peak in 2010.

Lewis County's average wage is also lower than the states average according to the Washington State Employment Security Department. In 2013 the average state wage was \$53,334 while the average Lewis County wage was \$35,670. Jobs have shifted between sectors as well, with growth primarily in the service sector which are generally lower-paid positions. Between 2008 and 2012 approximately 13.9 percent of the county's population was living below the poverty level, compared with 12.9 percent at the state level. Poverty was greatest in households with a female head of household, children under 5 years of age, and no husband present.

## Toledo Employment & Income

According to 2017 datausa.io there were 316 employees in Toledo. The Washington Employment Security Department lists Lewis County's 2018 unemployment rate at 6.3%.

The largest industries in Toledo, WA are Transportation & Warehousing (59 people), Manufacturing (42 people), and Educational Services (37 people), and the highest paying

industries are Agriculture, Forestry, Fishing & Hunting, & Mining (\$50,625), Educational Services (\$46,250), and Educational Services, & Health Care & Social Assistance (\$46,250).

Median household income in Toledo, WA is \$52,750. Males in Toledo, WA have an average income that is 1.36 times higher than the average income of females, which is \$53,882. The income inequality in Toledo, WA (measured using the Gini index) is 0.467, which is lower than the national average.

Toledo's main tax base is made up from Business Local Sales and Use Tax and Property tax. Property taxes make up about 1/3 of the total amount. Sales and Use tax has made a significant increase in previous years whereas property tax is steady. but rates can only be adjusted based from legislative laws which hinder large increases.

## GMA Goals Relating to Economic Development

- Focus urban growth in urban areas
- Reduce sprawl
- Provide efficient transportation
- Encourage affordable housing
- Encourage sustainable economic development
- Protect property rights
- Process permits in a timely and fair manner
- Maintain and enhance natural resource-based industries
- Retain open space and habitat areas and develop recreational opportunities
- Protect the environment
- Manage shorelines wisely
- Encourage citizen participation and regional coordination
- Preserve important historic resources

## Countywide Planning Policies for Lewis County relating to Economic Development

**CWPP 5.0** The development of businesses and industries should be encouraged within the cities, urban growth areas, designated Limited Areas of More Intense Rural Development (LAMIRDs), and those unincorporated areas of Lewis County that satisfy the requirements set forth in RCW 36.70A.350, . 360, .362, .365, .367, and .368.

**CWPP 5.2** A diversified economic base should be encouraged to minimize the vulnerability of the local economy to economic fluctuations.

**CWPP 5.3** The County and cities should designate adequate land within the UGAs to provide for future industrial and commercial needs.

**CWPP 5.5** Comprehensive plans shall designate adequate land within Lewis County to provide for future industrial and commercial needs. The County and cities will

work together employing innovative tools, such as subarea plans, to meet these needs.

- CWPP 5.6** Value added industries shall be encouraged
- CWPP 5.7** Recreational or tourist activities directly related to or dependent upon water bodies should be encouraged. Tourism and recreation should be promoted as a strategy that protects the character of rural and urban areas.
- CWPP 5.8** Lewis County should encourage commercial/industrial development along major transportation corridors and where the potential for expansion of water and sewer development exists consistent with the County Comprehensive Plan and state regulations.
- CWPP 5.9** The County and cities should encourage the development of alternative energy production facilities and ancillary education programs and businesses.
- CWPP 5.10** The County and cities should encourage efforts to expand workforce training and development to provide skilled labor for alternative energy industries and “green collar” jobs.
- CWPP 5.11** The location, retention, and expansion of businesses that provide family wage jobs should be supported.

## City of Toledo Economic Development Goals and Policies

- Endeavor to be a self-sustaining community by encouraging development of a diversified, well-balanced economy with stable, sustained growth.
- The city will support creative private sector projects of a regional nature that offer employment opportunities and diversify the regional economic base.
- The city will be an active participant in regional projects that promote economic opportunities such as regional tourism and cottage industries.

## Toledo Community Suggestions for Economic Development Element

- In a recent survey, looking for recommendations from the community, Vision:Toledo asked: What new businesses would you like to see in Toledo. There were 282 responses with the top three being: a bakery 56.7%; Fitness Center 44.33% and brew pub 27.66%. Other business opportunities the community suggested: Theater, Assisted/Senior Housing, and Deli.

# LOCAL & INTERJURISDICTIONAL COMMUNITY PLANNING ELEMENT

Recognize that planning in the best interests of the City of Toledo occurs only with effective citizen participation in the decision making process.

## City of Toledo Commitment to Better Community Decisions

- The City shall schedule regular meetings to listen to community concerns.
- The City will continue to support and encourage vision: Toledo in holding an annual spring meeting to review planning progress and discuss ideas for change.
- The City will have detailed information about plans and projects available to citizens in advance of any meetings.
- Notify people in advance of workshops or meetings by posting notices around the city and local newspapers and newsletters.
- The City will continue to encourage citizen participation at City Council meetings.
- The City will continue to provide public hearings that ensure everyone will have equal access to the hearing process.
- The City will report to the community how their comments were used to make decisions.
- The city will continue to encourage Tribal participation at City Council meetings.

## City of Toledo Commitment Cooperation

- Work cooperatively with the State of Washington, Lewis County, and neighboring jurisdictions in coordinating land use planning efforts through a regional focus to achieve mutually beneficial results.
- Work cooperatively with the State of Washington, Lewis County, and neighboring jurisdictions in coordinating land use planning efforts through a regional focus to achieve mutually beneficial results.
- Sustain an ongoing process of sharing information about regional concerns with other jurisdictions.
- The City will continue to communicate to and encourage communication from the Fire District, School District, Law Enforcement, Lewis County and any other applicable groups.

## City of Toledo Commitment Joint Planning

- The City will make an ongoing commitment to joint planning for issues of a regional nature with other local governments, state, and federal agencies.
- The City of Toledo will make every effort to make certain that city plans and regulations are consistent with adjacent jurisdictions.
- The City of Toledo recognizes its obligations to cooperate in planning for siting essential public facilities of a regional, state, or nation-wide nature.
- The city will develop and maintain interlocal agreements to cover situations when transportation impacts created by new or expanded public or private development activities are anticipated to have interjurisdictional consequences.

- The city will support establishing a framework policy regarding the use of impact fees on a regional scale that could benefit all small cities that cannot effectively make use of this financing tool on an individual basis.