

CITY OF MONTESANO

COMPREHENSIVE PLAN

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INTRODUCTION

Montesano is a typical small-town community consisting of homes, schools, and businesses. As the county seat of Grays Harbor County, it includes a significant presence of government offices and workers. The small-town atmosphere, beautiful natural amenities, and active youth and outdoor sports are defining characteristics of the community that this plan strives to preserve and enhance.

Population and employment characteristics help define the “demand” side of planning. Residents desire housing, parks, streets, and utilities. Businesses and their employees need transportation, utilities, and the capability for a diverse commercial environment to help attract customers from both within and outside the city. In addition to residents and workers, visitors and tourists create a third “demand” group—those who arrive, stay, and pass through for many reasons, but utilize our services and amenities and patronize our businesses.

Planning requires two things: a history book and a crystal ball. It is impossible to even attempt to predict the future without having some concept of the trends and characteristics of the past. Therefore, to try and anticipate and prepare for those events and conditions yet to come—i.e., to “plan”—requires not just hindsight and foresight, but a true understanding of all factors involved.

What is a Comprehensive Plan?

A Comprehensive plan is an official document adopted by the local government as a policy guide to decisions about the future physical development of the city, containing broad statements of community goals and policies, as well as certain steps for achieving them. It addresses all geographic and functional elements which have a bearing on the community’s physical development; it summarizes the major policies and proposals of the city (but not necessarily detailed regulations); and it looks beyond current issues to anticipate those of the future.

Having a Comprehensive Plan provides for the coordination of efforts of both public and private sectors that will allow the community to develop in ways that reflect the goals and desires of the citizens. It provides a source of reference and guidance for regulatory and administrative actions on the part of the city, and serves as the primary directory—as well as the legal basis—for land use and zoning information.

The plan is also important because it will satisfy the pre-application planning requirements for many state and federal grant or loan programs, assuring the appropriate agencies that we are concerned with the needs of our citizens, the environment, and the future, as well as developing the means to deal with those needs. Maintaining and expanding access to such outside funding resources is, for better or worse, essential for Montesano’s continuing efforts to provide vital services.

Each section, or element, of the plan should contain, where appropriate and possible, the following areas of discussion:

- A description of the element and its characteristics along with an assessment of its problems and potential.
- The anticipated needs in each area and the demands, which may change as a result of future growth (or decline).
- The goals which should be set in order to accommodate such growth with minimal adverse effect on the community.
- The policies which need to be implemented in order to reach such goals.

Effects of a Comprehensive Plan

When a Comprehensive Plan is adopted by a local government, it becomes a blueprint and a guideline affecting two types of legislative decisions: 1) Those designed to implement the provisions of the Plan—including zoning ordinances, housing development regulations, and capital improvements—and, 2) Those that must be judged in light of the Plan—such as rezoning cases, use permits, variance applications, subdivision plats, and transportation issues. The former are based directly on the specific content of the plan, while the latter are often based more on the “spirit” of the plan.

The Comprehensive Plan should be a source of information—for the city, the public, and the business community—about the conditions and issues affecting the city both currently and in the future, helping each to plan in their own respective areas.

History of the City of Montesano Comprehensive Plans

The Montesano Planning Commission developed a Comprehensive Plan in the spring of 1977 entitled “the Montesano Comprehensive Plan-Part one: Inventory and Analysis”. The Plan attempted to answer two basic questions. First, what is the character of Montesano and the dynamic forces acting on it? Second, what does this mean to its present and future citizens? The impetus for the report was the development of the Satsop Nuclear Site, its impact on Montesano’s increasing population, and a need to channel the growth. The population of Montesano in 1977 was approximately 2800 citizens.

After the report was completed, the Planning Commission held a public meeting to gather community input. Together they chose to develop this policy and land use response for future planning:

- Provide for a moderate level of growth within a balanced pattern of use which adequately meets development needs while conserving the existing small town-rural character of the area.

Because the city was growing quickly, it became apparent that there was a need to update and more clearly define a planned approach to direct the development. So, in April of 1984, the Montesano Planning Commission revised and updated the 1977 Comprehensive Plan. The updated plan attempted to answer the questions: "What does Montesano want to become?" The population in 1984 had grown to more than 3200 citizens.

Since 1984, there have been many changes to the composition of this city. Recognizing this fact, the Montesano Planning Commission decided to revise and update the Montesano Comprehensive Plan that will be part of Grays Harbor County's Comprehensive Plan using as much available local input as possible.

The population of Montesano in 2000 was officially 3312, a decrease of 243 since 1998, due mainly to regional economic changes. On the other hand Montesano had an increase between 1984 and 1998, which in large part was simply due to annexation on the east side. But the population composition was also changing. The Commission hopes to address these changes. There has been some shifting from large single-family housing to smaller family dwelling units, modular homes, and apartments. Due to the decrease county wide of the traditional jobs related to logging, farming, and fishing, many are commuting to Olympia and beyond for employment. The balance between the number of jobs and the number of housing units has shifted as the number of two-income families has increased. There are now concerns about environmental quality that will affect traditional land use patterns and traffic flow patterns. The economy is shifting from land intensive industries to light manufacturing and service industries that are more compatible with other land uses.

Why is Montesano updating and developing a Plan?

The City of Montesano believes that the most effective way to maintain local control is to become more actively involved in planning. By clearly articulating a plan for the future of this community, the city is informed about the implications of its policy decision and is able to express concerns to government entities and is able to shape future development to further community goals.

There are many basic growth management issues and requirements that affect the Comprehensive Plan. Existing legislation at the state and federal levels will impact many of the decisions made in the planning process. The City of Montesano has been directed to identify the concerns and goals of the community, to prioritize these goals, and to plan for how these goals will be achieved. The decisions made concerning growth management are affected by the larger guidelines of the Growth Management Act. While Montesano is not required to plan under the growth management act, the City is experiencing minimal pressures from growth within its boundaries, and it has been and will be affected by growth occurring from more urbanized areas in the State. As Montesano continues to grow, there will be an increased demand for public services such as roads, and police and fire protection.

This allows Montesano to assert local control over certain issues with the assurance the state agencies will respect our decisions in a manner which will reinforce the desired character, scale, and identity of this city.

Even though Montesano is not growing rapidly, change is occurring. The Comprehensive Plan allows the city to take a pro-active role in attracting developments to meet the needs of the citizens, prioritizing alternative uses of land and public resources, and identify in explicit terms the impact proposed developments would have on the community. Recognition for the type of changes that are occurring and readiness to make decisions in light of such changes will allow the city to take advantage of positive opportunities and address the effect on the quality of life.

The Vision Statement of the City of Montesano is:

- To give quality service to the community while maintaining and enhancing our small town attributes and lifestyle, planning for growth and adapting to change.

Updating a comprehensive plan:

- Guides elected and appointed officials and staff through both the legislative and administrative decision-making process.
- Becomes an expression of community values through goal and policy development.
- Fosters citizen participation in developing an overall vision for the community.
- Provides deliberate and consistent tools for protecting public health and safety, coordinating land use and guarding environmental resources.

What are the components this plan should contain?

- Introduction
- Population Trends and Characteristics
- Economy
- Natural Environment
- Land Use
- Housing
- Industrial
- Utilities
- Transportation
- Capital Facilities

The planning commission involved citizens in the planning process by using these methods:

- A Citizen Involvement Committee with a diverse membership such as school districts.
- Needs assessment using questionnaires and/or surveys
- Town Meetings
- Suggestion Box
- K-12 Education
- Community Organizations
- Media
- Planning Commission members, who wrote sections of the plan and reviewed drafts.
- City council meetings

The City Council will use the Comprehensive Plan by developing a review procedure to be used yearly for budget purposes, and the Comprehensive Plan will be updated at least every 5 years.

POPULATION TRENDS AND CHARACTERISTICS

The factor of prime importance in planning for a community is, of course, people. The nature of the population and its historical past includes not just the mere counting of heads, but the determination of tendencies for changes which have occurred or may be occurring in such characteristics as age, education, and occupation.

This chapter includes the following topic areas:

- Historical Population Change
- Comparative Growth Trends
- Characteristics of Population
 - Age
 - Occupational and Economic Status
 - Income
 - Education
- Predicted Growth

Historical Population Change

The first and easiest historical trend to analyze would be the absolute population numbers of the community, and its comparison to similar or larger regional areas.

In Table P-1 at right, the total population for Montesano and for all of Grays Harbor County is shown for the past 100+ years.

In looking at the data, a simple comparison of growth from 1900 (first available data for GHC) until 1998, Montesano increased 118 percent and the county 349 percent.

Table P-1: Population Change (Census 2000, OFM)		
Date	Montesano	GH County
1890	1632	n/a
1900	1194	15124
1910	2488	35590
1920	2158	44745
1930	2460	59982
1940	2242	53166
1950	2338	53644
1960	2486	54465
1970	2847	59553
1980	3247	60500
1990	3060	64175
1993	3510	66500
1998	3555	67900
2000	3312	67194
2006	3550	70,400

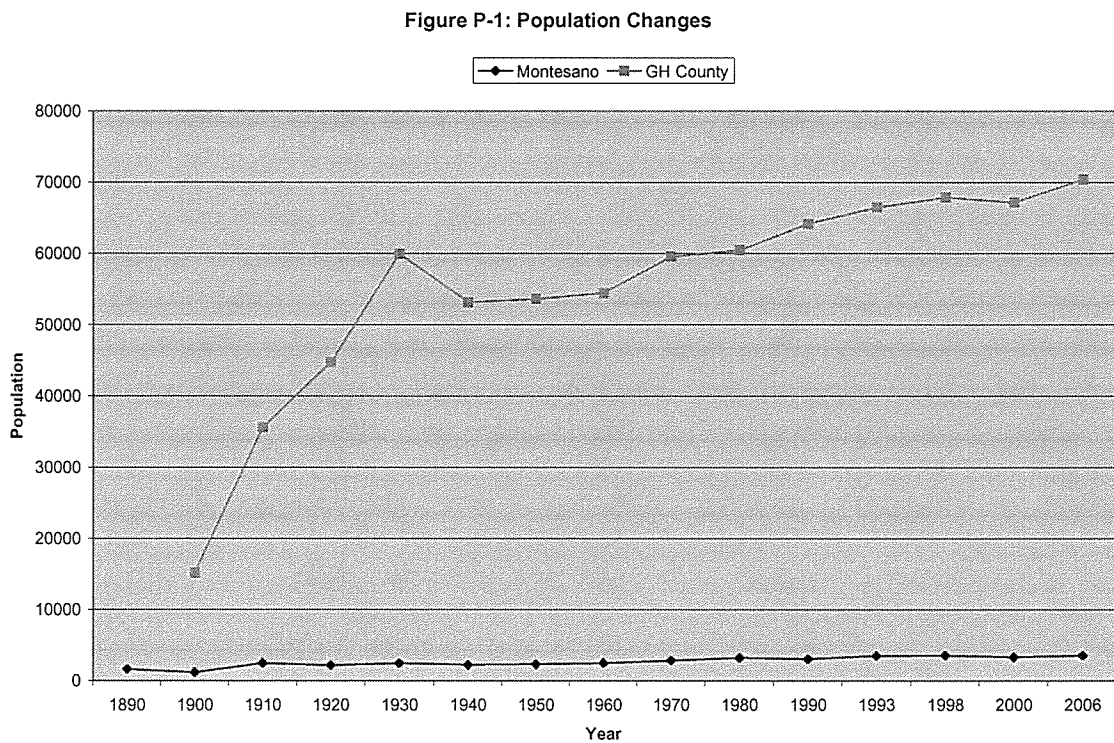
It is of more interest to note that while the county growth has been relatively linear, Montesano has been much flatter. Between 1910 and 1990, prior to city “growth” via annexation, Montesano grew only 23 percent, while the county grew by more than 80 percent over the same time.

The most significant changes in Montesano population occurred first in the 1980s, when the Satsop Nuclear Project was under construction, creating a “bubble” in the number,

which subsided after the plant construction was shut down; the second large change was in 1993 when the city annexed significant area to the east of the city. Annexations are important to city planning efforts, because while they increase the revenue base they also increase demand on city services, including water, sewer, and fire and police protection.

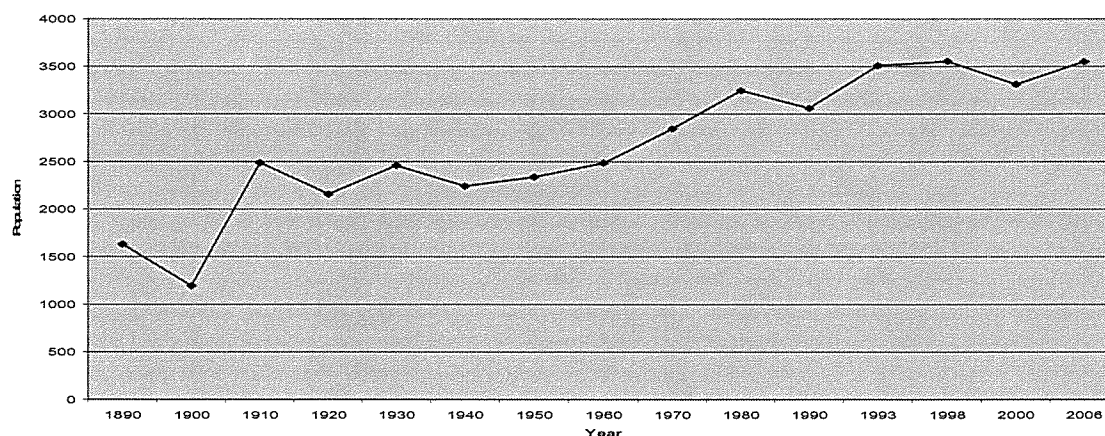
Since 1900, Montesano has numerically been the third largest city in the county, behind Aberdeen and Hoquiam. However, the differentials between Montesano and the two larger cities have increased. Growth in Aberdeen and Hoquiam has reflected the same steady growth noted above for the county at large.

A graphical summary chart of the historical population changes discussed above is shown in Figure P-1 below. The steeper slope of the line for Grays Harbor County reflects a higher growth rate.



A more specific graphical view of the population changes for Montesano only is shown in Fig P-2.

Fig. P-2: Montesano Population



Comparative Growth Trends

	1970	2000	% Change
Montesano	2847	3312	16%
CCD #4	5231	6226	19%
GH County	59553	67194	13%
King County	1119300	1737034	55%

Evaluation of other geographical areas also gives valuable data. See Table P-1A. Over the 20-year period from 1970 to 1990, Montesano grew only 7 percent, and GH County grew by only 8 percent. By comparison, the rural area around the Montesano city limits, designated County Census Division #4 (in 1990; in 1970 it was CCD6), grew by 19 percent. While the growth in the CCD is explained by the greater availability of buildable space, it does indicate the potential for increased demand and need for services.

When comparing 2000 population figures to the 1970 base figures, Montesano has grown by 16% while CCD #4 actually lost population. This indicates a stabilization trend between the city and the surrounding rural area. The growth rate for Montesano is even higher than that of Grays Harbor County at 12%.

Finally, Table P-1A shows the incredible growth rate of the state's economic magnet, King County.

Recent Population Change

Between 1990 and 1998, Montesano population “grew” 16 percent, compared to just under 6 percent for the county. That difference was due primarily to the east area annexation. By comparison, between 1993 and 1998, the population of the expanded Montesano city area increased by only slightly more than 1 percent, only half of the 2 percent change in the county for the same period.

According to preliminary data from the Year 2000 Census, although the population in Montesano grew more than 8 percent between 1990 and 2000 (and the county grew 4.7 percent in the same decade), there was actually a decrease in both populations between 1998 and 2000 of 6.8 percent and 1.0 percent, respectively. It should be noted that this official 2000 Census information differs from the estimate of the Washington State Office of Financial Management, which was 3375 within the Montesano city limits in 2000. Although the OFM data would indicate a population increase between 1998 and 2000, the Census information would be consistent with the decrease in school enrollment in the district over the same time period (see Table P-12 and Figure P-12).

If the Census 2000 results are assumed to be more accurate, this is more than likely a reflection of the economic changes in the region, such as the shift from manufacturing to service occupations which result in wage earners seeking to relocate to other areas with more economic opportunity. At this date it is not possible to determine if such new developments as the Satsop Industrial Park will soon reverse this.

Characteristics of Population

Different sub-groups within any total population have different characteristics, and place different demands on city services and resources. Changes, or predictions of changes, in such sub-groups affect many different aspects of community life, such as day care, schools, recreational facilities, the nature of businesses, healthcare, and housing. Just as important as knowing the nature of such changes is the understanding of the reasons for them, at least whenever possible.

According to Census 2000, the population of the city in 1999 is 3,312. Of that total population 3,146 or 95% of the population are white; 62 or 1.9% are American Indian or Alaska Native; 61 or 1.8% are Hispanic; 16 or .5% are Asian and 4 or .1% are black or Africa American.

Age Groups

Table P-3 compares the age profile of the City of Montesano from the 1990 census to the totals from the 1970 census.

The same data is illustrated graphically in Fig. P-3. This chart makes it easier to visualize the nature of the changes that have occurred within each age group. The general changes indicate a decrease in pre-school and school-age children, increases in adult categories of the mid-earning years, and increases in citizens of retirement age.

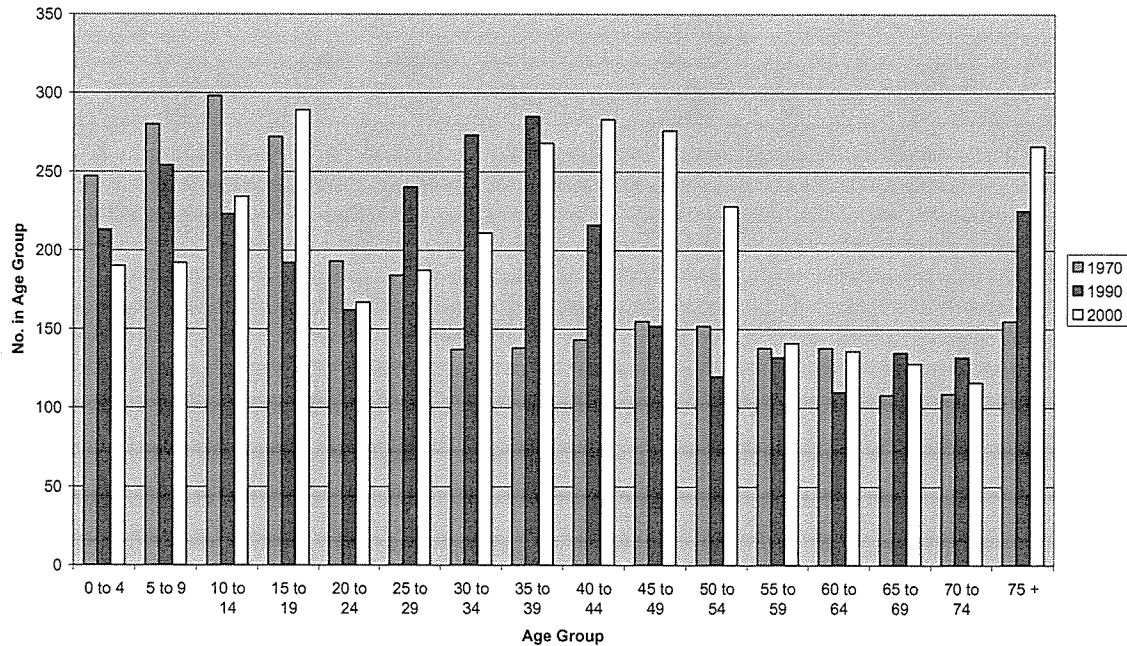
This may very well simply reflect that the group of children who resided in the city in 1970 have now become the “bubble” in the adult population, but have not as yet begun to produce their own offspring in equal numbers.

Table P-3: Montesano Population (Census 2000)			
Age Group	1970	1990	2000
0 - 4	247	213	190
5 - 9	280	254	192
10 - 14	298	223	234
15 - 19	272	192	289
20 - 24	193	162	167
25 - 29	184	240	187
30 - 34	137	273	211
35 - 39	138	285	268
40 - 44	143	216	283
45 - 49	155	152	276
50 - 54	152	120	228
55 - 59	138	132	141
60 - 64	138	110	136
65 - 69	108	135	128
70 - 74	109	132	116
75+	155	225	266

Source: US Census Bureau

This comparison is important from a couple of viewpoints. First, if this interpretation is correct, then it reflects a long-standing fact that people who grow up in this area in general and in Montesano specifically tend to want to remain here after becoming adults. This should be kept in mind when evaluating occupational and economic factors below. Second, while it affects current school enrollment adversely, it could easily be interpreted that a new demand on especially primary school facilities should be anticipated over the next 5-10 years. Third, planning efforts may need to address the recreational needs of the adult population and not just youth activities like soccer and little league.

Figure P-3: Montesano Population Changes



Occupational and Economic Status

Any community's ability to provide municipal services is dependent on its financial resources, including both the vitality of its business and commercial interests and the occupational and employment outlook of its resident labor force. The more positive these factors are, the more property and sales tax revenues to the city will increase.

Most of these factors are interrelated. Personal income is dependent on the availability of jobs and the earning potential of those jobs. Business income depends on the type of goods or services provided, and the need and ability of local inhabitants to utilize and pay for those goods or services, which in turn depends on their own income.

Year	1972	1982	1992	2000
Total Population	60000	66100	64200	67194
Total Jobs	15659	17422	17687	27538
Ratio of Jobs to Population	26%	26%	28%	41%

It is useful when examining employment trends and characteristics to evaluate the county as a whole. Table P-4 shows that over the most recent 20-year reporting period, total jobs in the county (as a percentage of population) have remained about the same.

Traditionally, the greatest percentages—by far—of jobs in the area have been in manufacturing including, of course, lumber and wood products. Table P-5 shows the breakdown by major category of county jobs for 1972-1992. One feature stands out boldly: A steady and dramatic loss of manufacturing industry jobs. Most of this decline

is due to job loss in logging, sawmill, and paper and pulp mill industries, the traditional regional occupational mainstays.

While manufacturing continued to be the major occupational category in Grays Harbor County as of 1992, it has dropped from just under half of all jobs, at 47 percent, to barely 30 percent. The retail and service industries instead have grown to offset this loss. Construction, except for a brief boom related primarily to the Satsop Nuclear Project, has remained flat.

Table P-5: Major Job Types - County				
	1972	1982	1992	2000
Construction	679	2039	815	
Manufacturing	7429	5945	5309	
Retail Trade	2878	4008	4496	
Services	2343	3197	4461	
Other	2330	2233	2606	
Total Jobs	15659	17422	17687	
Management, Professional & Related				6684
Service				5440
Sales and Office				6268
Farming, Fishing, Forestry				1289
Construction, Extraction & Maintenance				3199
Production, Transportation, & Material Moving				4658
Total Jobs				27538
NOTE: NAICS (National American Industry Classifications System) defined new job categories, as of 2000				

Table P-6: Major Job Types - % of Total Jobs Grays Harbor County				
	1972	1982	1992	2000
Construction	4%	12%	5%	
Manufacturing	47%	34%	30%	
Retail Trade	18%	23%	25%	
Services	15%	18%	25%	
Other	15%	13%	15%	
Management, Professional & Related				24%
Service				20%
Sales and Office				23%
Farming, Fishing, Forestry				5%
Construction, Extraction & Maintenance				12%
Production, Transportation, & Material Moving				17%

Table P-6 shows the changes that have occurred in the major occupation categories in the county as a percentage of total jobs, and as a percentage of total payrolls for all jobs. Of note is that while the number of jobs in manufacturing has decreased dramatically, the payroll for those jobs—as a percentage—has not dropped as much. This means that the job growth in “retail/ wholesale trade”, and “services” has not created jobs that pay nearly as well as the jobs lost in manufacturing.

“Retail/wholesale trade” jobs, for instance, have increased by 7 percent out of the total number of jobs; however, the combined payroll of those jobs has actually decreased by one percentage point. “Service” related jobs have grown by 10 percentage points in both total job numbers and total payroll. Put another way, the trend has been for relatively high-paying jobs in logging or lumber mills have been replaced by relatively low-paying jobs at in the retail and service industries.

When occupation information about residents of Montesano is examined, a slightly different, but interesting pattern is seen (these are jobs held by residents of the city, not necessarily jobs within the city). This is seen in Table P-8 and Figure P-8

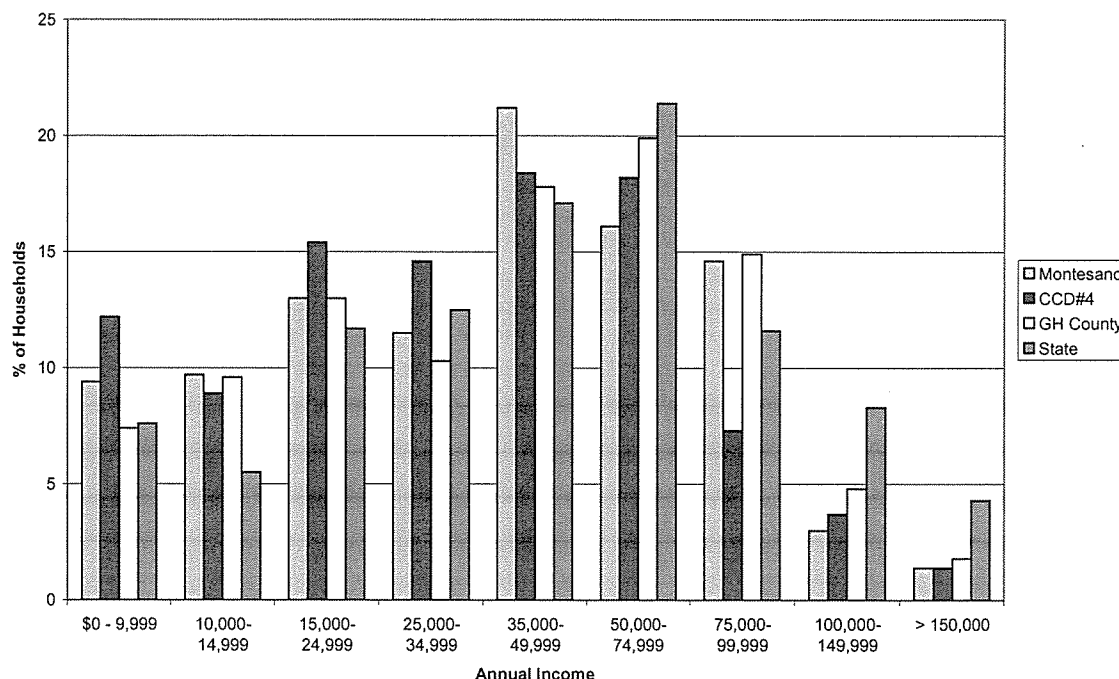
Table P-8: Occupational Trends - Montesano			
	Percent of Total Jobs		
	1970	1990	2000
Construction	9.5	5.4	
Manufacturing	23.8	21.2	
Transportation & Utilities	1.5	8.7	
Wholesale, Retail Trade	22.7	18.7	
Finance, Insurance, Real Estate	10.5	4.8	
Services	19.1	34.3	
Public Administration	6.7	5.7	
Other	5.4	1.2	
Management, Professional & Related			29.5
Service			15.4
Sales and Office			25.6
Farming, Fishing, Forestry			3.3
Construction, Extraction & Maintenance			10.9
Production, Transportation, & Material Moving			15.2

Every employment category lost ground in terms of numbers of residents who worked in those areas, except for “services” and “transportation”. (“Services” includes many occupations, such as professional, health, education, business, and personal services).

Income

Table P-9: Household Income Comparison - 2000 Percent of Total Households				
Income Range	Montesano	Grays Harbor	CCD #4	Washington State
\$0 - 9,999	9.4	12.2	7.4	7.6
10,000-14,999	9.7	8.9	9.6	5.5
15,000-24,999	13	15.4	13	11.7
25,000-34,999	11.5	14.6	10.3	12.5
35,000-49,999	21.2	18.4	17.8	17.1
50,000-74,999	16.1	18.2	19.9	21.4
75,000-99,999	14.6	7.3	14.9	11.6
100,000-149,999	3	3.7	4.8	8.3
> 150,000	1.4	1.4	1.8	4.3
Median Household Income	\$40,204	\$34,160	\$42,133	\$45,776

Figure P-9: Household Incomes Comparison - 2000



A strong measure of the economic health of a community or area is the raw income level of the residents. Table P-9 and Figure P-9 show the percentages of households in Montesano, as well as surrounding rural area, county, and state, which have various income levels for 1989.

According to Census 2000 the 1999 median household income level of \$40,204 was above the Grays Harbor County level of \$34,160 and only 8.7% lower than the state level of \$45,776. The family income level of \$42,334 was higher than the County level of \$39,709 and only about 7.8% lower than the state level of \$53,760. Income levels in both the household and family income categories have increased. The percentage of the population in almost every range in the \$35,000 and under category decreased, while the percentage of population in every income bracket over the range increased. Even though this general trend is occurring county-wide, the city is experiencing a higher rate in the percentage of change between 1989 and 1999 income levels than the County.

Education Levels

Table P-10: Education Levels--2000 % of Population 25 Years and Older				
	Montesano	CCD #4	G.H. County	WA State
Less than 9th grade	4.9	3.4	5.6	4.3
9th - 12th grade	10.3	10.5	13.3	8.6
High School Graduate	28.3	30.9	34.3	24.9
Some College	29.2	29.8	26.5	26.4
Associate Degree	7.5	7.9	7.6	8
Bachelor's Degree	13.4	10.9	7.9	18.4
Graduate/Prof Degree	6.4	6.1	4.8	9.3

Table P-10 and Figure P-10 show data on the educational status of the local, regional, and state population (for persons 25 years old or more), current as to the 2000 Census.

In general, Montesano has a higher percentage of residents with higher college degrees than the surrounding rural area and the county, but not as high as the state average.

When data from 1970 is compared to the more recent 1990 information for Montesano city only, it shows a general shift in favor of a higher overall level of education. In 1970, 20% had less than a 9th grade education, and only 7% with a college degree. By 1990, those values had been nearly reversed.

Fig P-10: Education Levels - 1990

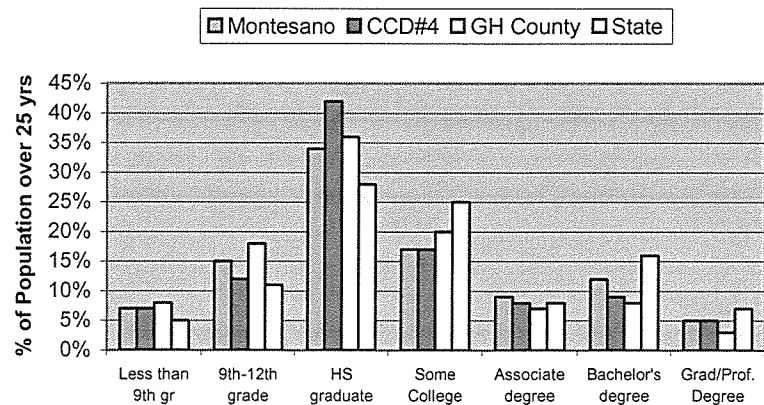


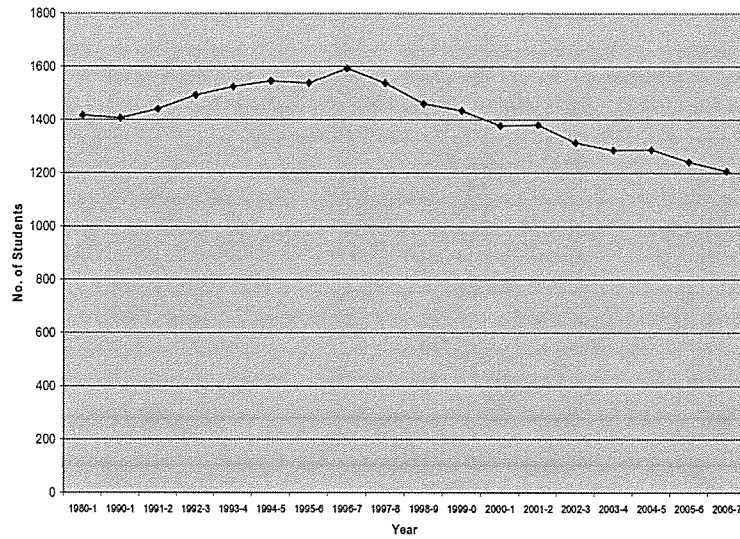
Table P-12: Montesano School Enrollment

Year	No. Students
1980-1	1417
1990-1	1407
1991-2	1441
1992-3	1493
1993-4	1524
1994-5	1546
1995-6	1538
1996-7	1594
1997-8	1538
1998-9	1460
1999-00	1434
2000-1	1378
2001-2	1381
2002-3	1314
2003-4	1286
2004-5	1288
2005-6	1243
2005-7	1208

*Data from beginning of school year only

As a final note on population trends and the interrelated impacts they have, Table P-12 and Figure P-12 show the total average enrollment for the Montesano School District. After reaching a peak in 1996, there has been a dramatic and steady decline. According to the school superintendent, this loss is due primarily to a net migration out of the area by families in search of employment. This explanation is supported by reviewing the information shown above, which reveals that the major job types traditionally held by young workers in the area—especially those who were raised locally and were attempting to raise their own families here—have dropped markedly, and the wage earners have not successfully made the transition to replacement jobs in the retail and service industries.

Figure P-12: Montesano School Enrollment



Predicted Growth

If the growth rate over the last decade, 1990-2000 is continued, Montesano and Grays Harbor County would grow at rates of approximately 8 and 5 percent, respectively, over the next decade. However, the recent approval of two major subdivisions within the city limits is likely to accelerate the growth rate in the near future. Extrapolated over the next 20 years, Montesano could grow by an average of about 40 people per year, while the county would average just over 320 new residents per year.

If a maximum growth rate of one (1) percent per year average were achieved, then Montesano could grow by as much as 50 people per year, on average, and the county by as much as 700 per year. Without significant new economic growth and new industries in the area, these amounts would be optimistic, although the community is an increasingly attractive location for those working in South Puget Sound.

Planning Objectives

1. Increase recreational and social opportunities for all age groups.
2. Encourage business development that provides employment for city population.
3. Ensure that future growth occurs in a manner that maintains desirable characteristics of the city.

ECONOMY

Introduction

The economic vitality of the city is characterized by the combined economic health of its citizens, its business and commercial interests, and its government. These entities can further be categorized by the following respective characteristics:

- Economic health of the people:
 - Population and income levels of wage earners.
 - Population and income levels of retirees.
 - Quality of housing.
 - Reasonable tax burden.
- Economic health of the business community:
 - Diversity of businesses.
 - Maintenance of existing jobs.
 - Availability of qualified labor.
 - Support of business by residents.
 - Capability to attract new businesses.
 - Availability of private capital investment.
- Economic health of the public sector:
 - Ability to provide necessary public services.
 - Adequate tax base.
 - Capability for necessary public capital investment.

The combined economic health and vitality of the City of Montesano will be enhanced by the following:

1. Recognition by each of the above groups that the strong health of the other groups is vital to the total economic success of the community.
2. Recognition of mutual goals of the groups that will lead to cooperative public/private endeavors.
3. Providing reasonable flexibility in regulatory, environmental, and procedural expediency to encourage new economic opportunities as they may arise.
4. Enhancing the attractiveness of public and private lands and buildings.
5. Improving/repairing/creating new and existing infrastructure.

Significant Economic Data

The following data provides a brief overview of economic indicators derived from businesses and residences in Montesano:

- Income groups for residences
- Business income
- Taxes generated
- Tourist income

The following section is intended to provide a vision and direction for policy decision-making with regards to economic vitality in the Montesano.

Mission Statement

To create an atmosphere that will strengthen the economic vitality of Montesano.

This will provide economic opportunities to the citizens and businesses of Montesano and increase the tax revenue available to the City which will, in turn, permit increased and/or improved services to the residents.

Planning Objectives

1. Encourage a partnership between the public and private sectors. A successful cooperative effort between the city, the school district and local businesses can be an essential and important component for improving the overall economic health of the community.
2. Ensure a continued and enhanced tax revenue base by making the city attractive to new or expanded businesses by reviewing and reforming regulatory, environmental, and procedural policies. Maintain small-town flexibility in development review/land use permitting processes to promote greater service consistency and predictability for applicants.
3. Encourage economic diversity. A diversified balance of business and industry helps reduce the negative effects of cyclical economic fluctuations.
4. Repair, replace, enhance, or build infrastructure as necessary to provide the capacity required for economic growth. Periodic review of public infrastructure is needed to anticipate economic development and employment growth. Decisions on capital investments by the city for utilities, transportation, and other public facilities should take into consideration the potential impact on businesses, employment, and other potential economic development opportunities.
5. Improve the city's attractiveness and promote its natural amenities. Beautifying and enhancing the commercial and residential areas of the city will result in significant long term economic benefits that will attract businesses and new residents. Preserve & improve natural and man-made amenities, including our parks, waterways, and forests. Encourage improvements to residential neighborhoods by neighborhood cleanups, sidewalks, improved signage, code enforcement, street trees and other esthetic improvements.

NATURAL ENVIRONMENT

Introduction

Not only is environmental quality important to basic health and safety, but also it contributes to the overall image people develop about their community. The status of Montesano's natural features and systems plays a significant role in determining the City's environmental quality. The two goals listed below recognize that meeting human needs is required for a healthy environment.

- Long-term economic progress and environmental protection are mutually dependent;
- A healthy environment contributes to the economy no less than do roads and other public services.

Montesano is striving to be a sustainable city. The goals and policies in this chapter require us to accept responsibility for our decisions and their impacts on the health of natural systems. They commit us to contribute to a sustainable economy through environmental policies which prevent the loss of natural resources.

Topography

Montesano's particular topography has resulted from its geological and riverine history. The basic materials in the area are formed from the oldest volcanic rocks, those Tertiary formations that became the Olympic foothills and the Willapa Hills. Today they are found where they have not been removed or overlain by riverine action, i.e., in the higher elevations.

During the Ice Ages, the Chehalis was a much larger river, the size of the present-day Columbia, and it deposited massive amounts of alluvium. When it began to shrink to its present size, the river started to cut away at these alluvial deposits so that the present river valley level is approximately 160 feet below the highest of these Ice Age deposits.

It is primarily on the north side of the valley that these deposits occur and where they do, they are terraced down onto the valley floor. These terraces provide 2 things to the city: large areas of relatively level sites for construction, and the tertiary hills directly to the north. These hills, along with natural wetlands occurring elsewhere, form natural constraints to growth of the city.

Resource Lands within the city fall into three primary categories:

- Agricultural lands of long-term significance for the production of food or other agricultural products
- Forest land of long-term commercial significance
- Aggregate and mineral resource lands from which extraction of minerals (sand, gravel, valuable metallic substances) occurs or can be anticipated

When classifying Resource Lands, the City is required to consider suitability of the land for the particular resource. Also to be considered are combined effects of proximity to populated areas and the possibility of more intensive uses of the land as indicated by:

- The availability of public facilities;
- Tax status;
- The availability of public services;
- Relationship or proximity to urban growth areas;
- Predominate parcel size;
- Land use settlement patterns;
- Intensity of nearby land uses;
- History of land development permits issued nearby;
- Land values under alternative uses; and
- Proximity of markets.

Agricultural and Forest Lands

Agricultural land is land primarily devoted to commercial production of: horticultural, viticulture, floriculture, dairy, apiary, vegetable, or animal products: or of berries, grain, hay, straw, turf, seed, Christmas trees or livestock, and that has long-term commercial significance for agricultural production.

In classifying agricultural lands the city is required to use land-capability classification system of the U.S. Department of Agriculture Soil Conservation Service (SCS). Most of the soils within the study area are classified as silt, loam, silty clay, or silty clay loam. The SCS has developed four hydrologic soil groupings---A, B, C, and D---to represent the ability of various soils to infiltrate water. The drainage characteristic of A is excellent, B is good, C is fair, and D is poor. Based on this classification, group A soils have the highest infiltration rates and low runoff potential, while group D soils exhibit low rates of infiltration and have high runoff potential. This area contains 6% A soils, 54% B soils, 7% C soils, and 34% D soils. (See map of General Geology of Montesano Area)

Forest land is primarily useful for commercial tree growing, including Christmas trees and that has long-term significance for growing trees commercially.

Mineral Resource Lands

“Mineral resource lands” means lands primarily devoted to the extraction of gravel, sand, or valuable metallic substances or that have known or potential long-term commercial significance for the extraction of minerals.

No history of mineral development exists nor have any sites been identified with potential as mineral resource lands. Therefore, no mineral resource lands are designated.

Critical areas within the city fall into four primary categories:

- Watershed/Stream Corridor Characteristics
- Wetlands
- Floodplains
- Aquifer Recharge Areas

The City will be creating a new Critical Areas Ordinance in the coming years as mandated by state law.

Watershed/Stream Corridor Characteristics

Montesano has identified stream corridors as valuable natural features that are essential elements of the community's drainage system. Stream corridors are vegetative areas that surround and protect the natural drainage system by shading the stream, maintaining water temperature, providing embankment stabilization and biofiltrating runoff.

Urban stream corridors tend to be unstable due to the impacts of development on the local topography and surrounding vegetation. Increased runoff volumes and rates exacerbate erosion of the stream banks and degrade water quality. Adequate buffer zones must be maintained in order to preserve high water quality values, protect aquatic organisms and foster the return of fisheries to our streams.

The City should adopt development standards that recognize the importance of stream corridors and limit development within these features. A watershed-based planning approach would be the most effective method of restoring the aquatic systems ability to support fisheries and other aquatic life.

- **Sylvia Creek Watershed:** Sylvia Creek and its respective tributaries emerge from the City forest and run south to the Wynooche River. Sylvia Lake and two major drainage basins feed the creek. Only a small section of Sylvia Creek enters the city limits, however, one of its sub-basins drains the western quarter of the city.
- **Schofield Creek Watershed:** The Schofield Creek watershed includes the major drainage basin and associated sub-basins of Montesano. The creek and its tributary drain the central half of the city. The drainage way begins around the site of the reservoir in the Forest and flows down a protective corridor through residential and commercial sections of the city before emptying into a wetland south of Highway 12. The creek reforms to drain both the eastern and western wetlands into the Chehalis River. The Schofield's major tributary to the west emerges from upland areas, flows down a stream corridor, and empties into the creek.
- **Alder Lake Watershed:** The Alder Lake watershed drains the eastern quarter of the study area. From Alder Lake, a creek drains through forested area to

agricultural lands between Highway 12 and the Chehalis River. The drainage basin is developed to the west, but remains forested to the east.

- **Camp Creek Watershed:** A fourth watershed called Camp Creek is on the eastern outskirts of the city limits.

Wetlands

“Wetlands” mean areas that are inundated or saturated by surface water or groundwater to a frequency and duration sufficient to support and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including, but not limited to, irrigation, and drainage ditches, grass-lines swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities. However, wetlands may include those artificial wetland intentionally created from non-wetland areas in order to mitigate conversion of wetlands, if permitted by the City or County.

Wetlands are complex ecosystems that perform a variety of beneficial functions including: water quality enhancement and sediment entrapment through biofiltration floodwater retention and flow control ground water recharge, shoreline stabilization and habitat for fish and wildlife. The recreational and educational opportunities and aesthetic value of the wetlands are also beneficial to the community’s citizens.

Montesano has several wetland areas within its city limits. These wetlands are part of the National Wetland inventory and have been designated as class A. B. or C. according to the Growth Management Act definition and the Regional Planning Alternative Wetlands Ranking System (see City of Montesano Wetland Areas). The location of the larger wetlands (around Highway 12) is a threat to the system’s viability. The City has made an effort to conserve and protect as much of the wetlands as possible.

Wetlands Planning Objectives

1. Adopt a classification system for wetlands upon which to base the establishment of avoidance criteria and mitigation requirements for developments in wetlands.
2. Conduct field inventories to more precisely determine the location of wetlands.
3. Require applicants for development permits to provide wetland delineations of sites that contain wetlands that should remain in their natural condition and wetlands that may be developed only after an appropriate mitigation plan is approved and in place.
4. Adopt the following avoidance and mitigation policies:
 - a) Review SEPA Documents for any development within 200’ of wetland that should remain in their natural condition to assure avoidance of impacts on the beneficial uses of the wetland.

- b) Review SEPA documents for proposed developments on or within 100' of wetland that may be developed only after an appropriate mitigation policy is approved and in place and require adequate mitigation for any unavoidable impacts on the beneficial uses of the wetland.

Floodplains

Flooding within the City is directly related to the flooding of the Chehalis River. Historic records indicate that flooding occurs in winter and spring. Eighty percent of the city's 81-inch average (1954-1969 data) precipitation per year occurs between October and March. The greatest floods on the Chehalis River have resulted when abnormally heavy or prolonged rainfall coincided with snowmelt and frozen or nearly saturated ground conditions. The combination of these factors maximizes runoff volume and the potential for widespread flooding. Lunar occurrences coupled with a storm might further increase flooding since the Chehalis is tidally influenced.

The City of Montesano adopted a Floodplain Insurance System, and wrote a Floodplain Ordinance to comply with all the requirements established by FEMA in order to qualify for the regular Flood Insurance Program. For the purposes of both insurance and regulation of development within the flood plain, FEMA established the 100-year flood as the base, or regulatory, flood. This is the level of flooding which the community ordinance is geared to protect against. The 100-year flood is defined as the flood having a one percent chance of being equaled or exceeded in any given year. (See City of Montesano Floodplain Areas, which shows the established 100-year floodplain within the city limits).

Floodplain Planning Objectives:

1. Continue participation in the Flood Insurance Program
2. Cluster structural improvement and locate away from the flood prone portions of properties located within floodplains.
3. Where possible, acquire undeveloped floodplain properties for open space purposes.

Aquifer Recharge Areas

For classification purposes, aquifer recharge areas are areas with a critical recharging effect on aquifers used for potable water or areas where an aquifer that is a source of drinking water is vulnerable to contamination that would affect the potability of the water. (Definition, WAC 365-190-030)

Background

A clear relationship exists between uses of land and the quantity and quality of groundwater. Rainfall replenishes the aquifer in a process known as recharge. Land developed with impervious surfaces (areas which cannot penetrate to reach the groundwater) can impact the quantity of groundwater.

Activities occurring on the surface above the aquifer can impact the quality of the groundwater below. Contaminants from land use activities if not controlled, can seep into the groundwater. Pinpointing exact sources of contamination is a very complex process because of the many potential sources.

It is thought that the nature of aquifers is such that contamination in any part of the aquifer may affect water quality throughout the aquifer. However, the complex functioning of aquifers is not fully understood at this time. Because of the potential for contamination, inter-governmental coordination in aquifer protection will be necessary.

Long-term protection of aquifers is thought to depend to significant degrees upon control of certain types of surface and subsurface land use activities. Control of land use activities generally occurs through such mechanisms as zoning, building codes, health and sanitary codes. Classification System may experience severe to very severe erosion. Zoning controls are considered appropriate measures for groundwater protection because they can be applied in a geographically specific manner and can include provisions to control specific uses or activities which are potential sources of contamination.

Preserving as much natural area to recharge the aquifers, if feasible, is also desirable to ensure an adequate supply of water.

The hill areas of Montesano would have negligible value as recharge zones because of the clay layer. In the low-lying floodplain area, all potential groundwater recharge drains into Grays Harbor. No drinking water from this area is withdrawn by wells.

Aquifer Recharge Planning Objectives:

1. Continue to pursue strenuously all possible methods to have a safe and pure water supply by proper management of the wells from which Montesano obtains its water supply.
2. Aquifer protection measures should not inhibit desirable development but rather be used as a positive factor to safeguard one of the City's valuable assets—its plentiful and safe water supply.
3. Periodically review the Water System Plan.
4. Continue cooperation and coordination with the Grays Harbor County's Critical Area Designation Plan.

Geology

Montesano is underlain by the Montesano Formation, which is sandstone overlain by siltstone. A review of these conditions can be found in the “Investigation of the Groundwater of the Lower Chehalis Valley,” by P.A. Eddy, Washington State, Water Supply Bulletin 30, 1966.

Geologically hazardous areas are areas that, because of their susceptibility to erosion, sliding, earthquake, or other geological events, are not suited to siting commercial, residential, or industrial development consistent with public health or safety concerns. (Definition, WAC 365-190-030)

Three types of hazards are of concern in Montesano: Erosion, Landslide, and Seismic hazards.

The Department of Community Development (DCD) has established four categories for Geologically Hazardous Areas:

- **GH1** Areas where adequate information indicates that no significant geological hazard is present or where it is judged there is little likelihood from its presence.
- **GH2** Areas where adequate information indicates that significant geological hazard is present or where it is judged there is high likelihood for its presence.
- **GH3** Areas contain a geological hazard the significance of which cannot be determined from available data.
- **GH4** Areas where available information to evaluate a geological hazard is inadequate.

Some geological hazards can be reduced or mitigated by engineering, design, or modified construction so that risks to health and safety are acceptable. When technology cannot reduce risks to acceptable levels, building in geologically hazardous areas is best avoided.

Following is a rating system for describing the risk to development in geologically hazardous areas:

- **Low-Risk** – standard foundation systems and site preparation techniques are expected to result in an acceptable level of risk.
- **Intermediate Risk** – standard foundation systems and site preparation techniques may be acceptable, but only with confirmation by a geotechnical report.
- **High Risk** – standard foundation systems and site preparation techniques are unlikely to be acceptable. A Geotechnical report would be required in these areas to provide recommendations of special foundation designs and site preparation techniques.

Erosion Hazard Areas

Erosion hazard areas are those areas containing soils which, according to the United States Department of Agriculture Soil Conservation Service, the capacity to safely accommodate the burden of buildings and other improvements. Naturally occurring characteristics of some soils, such as susceptibility to erosion, soil expansion, a high moisture content, and poor drainage ability, are physical limitations to development. Mitigation of such soil limitations is possible; however, the costs of mitigation frequently exceed the benefit of the improvement. Sometimes this cost-benefit disparity can become the dominant factor that prevents development of properties with severe soil limitations.

Urbanization usually heightens soil erosion problems because construction activities disturb the stability of erosive soils when vegetative support is removed. These problems generally increase as slope increases. Also, the installation of impervious surfaces, such as asphalt and concrete, increases the volume and velocity of runoff water there by increasing the erosion hazard.

As a soil limitation, runoff is related to both erosion and drainage characteristics. Usually, soils susceptible to erosion experience excessive runoff while soils that drain well do not typically have runoff problems. Soils with severe runoff characteristics often present problems to the lands below them which must accept and accommodate high velocity storm waters.

Erosion Hazard Areas Planning Objectives:

1. Require site preparation techniques that are appropriate to prevent or control erosion.
2. To the extent possible, retain native ground cover to assure soil stability; vegetation that is removed should be replaced.
3. Discourage development of properties which have severe soil limitations.

Landslide Hazard Area

Landslide hazard areas are areas potentially subject to risk of mass movement due to a combination of geologic, topographic, and hydrologic factors (definition, WAC 365-190-030).

Slope instability begins to be a probability where the land has a slope steeper than 15% or greater and the unconsolidated surface materials are underlain by an impervious layer of material, such as clay.

Several factors are responsible for contributing to landslide hazard conditions. Gravity is the driving force behind landslides. Groundwater is the lubrication and provides weight and pressure. The water pressure reduces the cohesion of the soil and increases the chance of sliding.

Many soils when combined with steep slopes are left in an unstable condition. When these unstable soils become saturated with water they become much more likely to slide. When unconsolidated solids are underlain by or are interbedded with a high impermeable soil formation such as clay, they become saturated during heavy rains because the water cannot rapidly seep into the underlying nonporous material. Unconsolidated soils, steep slopes, saturation of permeable soils above or beneath impermeable formation combine with gravitational forces to cause landslides.

Most landslides in western Washington occur after heavy rain has saturated the soil.

Human induced factors can also increase the likelihood of landslides. These actions include diversion of water from impervious areas, removal of vegetation, improperly placed and compacted fills, dumping of debris, added weight of buildings, road and utility cuts into hillsides, excavation from building sites, and failure of retaining walls. When such human activities are combined with other factors mentioned the potential for landslides increases.

Development on steep slopes can increase the cost of building, roads, and utilities, may result in public expense to repair and maintain public facilities damaged by erosion and landslides, and can result in the need for emergency relief and rescue operations.

Landslides in the Montesano area occur in the Montesano Formation, which forms the hills of Montesano. It is composed of sandstone and siltstone which have in the upper portions layers of silt or clay that are less permeable and tend to be planes along which sliding takes place. The types of landslides which occur in Montesano are mainly debris avalanches, rapid, shallow soil mass movement on steep hill slopes. They result from the sliding of soil along the surface of an underlying layer of bedrock or layer of higher strength, lower permeability strata.

Planning objects for land slide hazard areas are identical to those for erosion hazard areas with the addition of:

1. Encourage the acquisition of properties which have severe soil limitations and which are not suitable for development for use as open space.

Seismic Hazard Areas

Seismic hazard areas are areas subject to severe risk of damage as a result of earthquake induced ground shaking slope failure, settlement, soil liquefaction, or surface faulting. (Definition, WAC 365-190-030)

Seismic Hazards are caused by earthquakes, which are the shaking of the ground caused by an abrupt shift of rock along a fracture in the earth called a fault. An earthquake releases stress that has accumulated in the rock. When the stress is suddenly released, vibrations produce seismic waves. Several types of waves can produce ground motion.

The major cause of damage during earthquakes is ground shaking. The amount of shaking is controlled by: the magnitude of the earthquake, the distance to the earthquake location, the type of faulting, depth and type of material. For example, unconsolidated materials used as fill amplify ground motion. The shaking is also influenced by the thickness of the material and the surface of underlying rock such as a hill that can focus the waves.

Historically, the types of ground failures experienced in the past and expected in the future are landslides, soil liquefaction and differential compaction. Such failures can occur in combinations.

One of the most effective methods of minimizing seismic hazards to life and property is a disaster preparedness plan. Such a plan assigns specific responsibilities to various City officials should a significant earthquake occur. The plan also identifies particularly hazardous buildings so damage response teams know the location where casualties are most likely to occur. To be effective, it is important that such a plan be updated periodically to reflect current conditions and that it be publicized (Reference – Grays Harbor County, Emergency Services, Disaster Preparedness Operational Plan, 1990-1991.)

Montesano and the Washington coast are located in what is termed a subduction zone; the ocean floor called the Juan de Fuca Plate is sliding beneath the coast. These areas can have very large earthquakes with a magnitude of 8 on the Richter scale. An earthquake of this magnitude has not occurred in this area within recorded history. However, geological evidence from buried tidal marshes along the coast indicates that large earthquakes may occur at intervals of 400-500 years. (Characteristics of Hypothetical Subduction Earthquakes in the Northwestern United States, Heaton, T. and Hartzell, S. Bulletin of the Seismological Society of America, Vol. 76, No. 3, p. 675-708, June 1986.)

The type of earthquakes Montesano has experienced in its short history have been large Puget Sound earthquakes with magnitudes up to 6.5 (1965) to 7.5 (1949). The 6.5 earthquake is expected to recur about every 35 years, and the 7.5 every 110 years. In fact, Montesano experienced an earthquake in 1999 of 5.4 causing considerable damage to homes and the Grays Harbor County Courthouse. A 7.1 magnitude earthquake occurred in the Nisqually area in February, 2001, and also caused some area damage.

LAND USE

Introduction

This Element addresses the major land use issues facing the City of Montesano over the next 20 years. The goals and policies included in this section of the Comprehensive Plan cover the following land use categories: (a) residential; (b) commercial; (c) industrial; (d) forest land; and (e) multiple public use areas. The City of Montesano has the capability to “out-zone”, that is the City may comment to provide compatibility with city land use in the area, land adjacent to the city limits which might be potential areas for annexation.

Land use is broadly grouped into categories of similar types.

- **Residential** uses include rural, single-family, and multi-family. All are residential in nature, but vary in density.
- **Commercial** uses include business, professional, wholesale, retail and office uses, which are similar in their impacts to infrastructure and in density requirements.
- **Industrial** uses include manufacturing and light industrial uses with similar impact to the environment.
- **Forest** uses are generally limited to City owned Forest Land and represent the majority of acreage within corporate limits.
- **Major Public Use** designations are a combination of City, County and School District uses that are similar in nature and do not contribute to the tax base.

The following are the land use policies and descriptions to be used for Zoning Designations.

Residential

Low Density

Purpose: The purpose of the low-density designation is to provide and preserve areas for family neighborhoods with adequate play areas and open space amenities. It should provide housing opportunities for people desiring this type of housing within the diversity of the total range of housing proposed in this plan

Description: These areas would be composed of residential density not to exceed 7 units per acre. While flexibility in dwelling types within this density level may be permitted, the overall character of this area should be a single-family unit.

Criteria for Designation:

Areas suitable for this designation may include the following:

1. Areas where existing uses are primarily composed of well-maintained single-family dwellings.
2. Areas where terrain limits ultimate densities.
3. Outer fringe areas of the overall development plan.
4. Areas which are particularly suited for this use.

Significant concerns that may make this designation inappropriate include:

1. Areas with high through-traffic volumes
2. Areas where efficiency of public facility design and layout warrant higher density.
3. Areas near more intense uses which may interfere with family amenities.
4. Areas particularly suited for other uses.

Compatible Uses

Intrusion of commercial and industrial uses into these areas shall be prohibited. Uses, which serve and support family amenities, such as schools, churches, and parks shall be considered appropriate. Other public buildings and semi public areas may be allowed if designed and laid out in a manner which enhances the quality of the area. In citing such other uses, however, special attention should be given to adequate parking and traffic circulation with a minimum of conflict with residential uses.

While single-family dwellings should be the predominate use in areas designated as low density residential, other types of structures, not to exceed four units, may be permitted subject to appropriate limitations and conditions which may be necessary to maintain the family residential character of these neighborhood and to ensure compliance with any provision of this comprehensive plan. Appropriate limitations shall include as a minimum:

1. Minimum lot size of 6,000 square feet for the first unit and 5,000 square feet for each additional unite.
2. Minimum side yard requirements of 10 feet for the first unit and 5 feet for each additional unit.
3. All dwellings of more than one unit shall be located on 60 foot right of ways.
4. Height of multiple-unit structures shall not differ substantially from height of existing residences nearby.

In addition, each proposed multiple family structure shall be reviewed by the City as a conditional use and shall only be allowed if the City finds the following:

1. The design of the structure as demonstrated by either similar structures constructed by the developer or the drawings of a state licensed architect:
 - a) Is compatible with homes in the immediate vicinity.
 - b) Will be an improvement in the quality of the neighborhood as a family environment.
 - c) Will not be an unusual detraction or reduction of the low-density character of the neighborhood.
2. The quality of adjacent streets is adequate to serve the structure.
3. The proposal is in conformance with any provision of the comprehensive plan which the City finds to be applicable to this structure.

The City may apply such conditions to the proposal as may be necessary to ensure compliance with these provisions and such conditions may include design and landscaping requirements.

Implementation

These areas should be zoned in a manner that limits density to a maximum of 7 units per acre. Single family dwellings should be encouraged, with any other uses permitted only on a conditional basis subject to provisions of this plan.

Extension of public through-fares which would permit through traffic should be avoided. Street design should attempt to discourage use by through traffic while allowing pedestrian traffic through the neighborhood. Services by other public facilities should not exceed the levels needed to serve 7 dwelling units per acre.

Moderate Density

Purpose: The purpose of the moderate density classification is to provide adequate space for housing types which balance the provision of residential amenities with the need to provide a variety of housing types. This area may also provide a buffer between higher intensities uses and lower density residential areas.

Description: The areas should be composed of residential densities not to exceed 20 units per acre, and should average 15 units. A diversity of structure types should be permitted in order to offer a range of residential choice.

Criteria for Designation

Areas suitable for this designation may include:

1. Areas between low density residential and all other uses.
2. Areas adjacent to, or close to, major arterials designated in the traffic circulation element.
3. Areas where planned or present facilities warrant higher densities.
4. Areas that can be efficiently served by the major public facilities.

Areas unsuitable for this designation may include:

1. Areas surrounded by low-density residential uses.
2. Areas more appropriate for commercial or higher density uses, due to the public facility systems.
3. Areas south of the freeway

Compatible Uses

As in the case of low-density residential areas, a range of public and semi public uses would be compatible with this designation. While most commercial uses are incompatible within (but not adjacent to) this zone, commercial uses with minimal adverse impacts, such as professional offices, may be considered.

This zone should be considered an appropriate transition from commercial uses and lower density residential uses.

Implementation

While zoning in these areas should carefully control ultimate density, public facilities and services should be planned and developed in a manner which will encourage the filling in of these areas, thereby absorbing additional density and diverting growth from inappropriate areas.

All public facility development should be done to the capacity necessary to support the planned density, or higher.

High Density

Purpose: The purpose of this classification is to provide opportunity to maximize usage of residential land through increased density.

Description: These areas will be composed of residential densities not to exceed 30 units per acre.

Criteria for Designation: This designation should only be applied to areas that have, or may be most economically supplied with, the highest capacity of public services and facilities in the city. Of particular concern is the provision of adequate traffic circulation

to support higher residential densities; this classification designation shall only be applied to areas which can be served from designated arterials or collector streets. Other citing concerns may include access to commercial services and open space amenities. Areas, which are not appropriate for this designation include:

1. Areas surrounded by low or moderate density uses.
2. Areas south of the freeway.

Compatible Uses: The compatible uses are similar to the other residential areas, except that these areas would be appropriate for relatively intense public uses (such as fire stations). High-density residential uses may also be combined with commercial uses when located above street level. Open space, public, and semi-public uses which tend to relieve visually the high-density character of the area are also appropriate.

Implementation: Public facilities within this classification should be developed in a fashion similar to the moderate density residential area. In existing high-density residential areas, the highest density residential zoning shall be considered appropriate. In other areas, high-density residential uses shall be allowed only on a controlled basis and shall be concerned with the particulars of the actual siting so as to minimize disruption of the neighborhood character.

General Commercial

Purpose: To provide and reserve an adequate area for the commercial and professional services of the city.

Description: This classification shall include a full range of commercial and professional uses that are conducted in specific zones. Such areas should also include adequate parking services. Uses that would break up the continuity and efficiency of commercial areas, diminish their attractiveness, or make pedestrian traffic hazardous or unpleasant should be considered only on a conditional basis. Residential uses in these areas (other than in upper floors) should be discouraged.

Criteria for Designation: General commercial zoning shall be directed to the existing central business district as shown on the plan map. Except as provided below, expansion of these commercial zones shall be made only through the contiguous extension of the area. Furthermore, linear strip extensions should be discouraged if possible.

A commercial area may be allowed near the intersection of the Montesano-Brady Road and the Old Olympic Highway to provide basic commercial services for the urbanizing area.

Heavy Commercial/Light Industrial

Purpose: The purpose of this designation shall be to provide suitable areas for commercial uses that would tend to detract from the overall character of the central business district, or industrial uses that would neither require excessive area nor produce excessive visual, noise, odor, vibration or air impacts.

Description: Uses in these areas may fall into two types of categories:

1. **Commercial:** Warehousing: uses that rely upon high interregional traffic volumes such as motels, quick-food restaurants, volume gas stations; and commercial uses which are not conducted in enclosed areas, such as service stations, car lots, mobile home sales, building materials suppliers, etc.
2. **Industrial:** Appropriate industrial uses would consist of light manufacturing uses that are conducted in wholly enclosed buildings. Such uses or buildings shall be sufficient to adequately contain any excessive noise, vibration or air emission on the site. Other industrial uses may be considered on a conditional basis if the use on the particular site would not adversely impact adjacent property.

Criteria for Designation: The prime location for this use shall be either side of the US Highway 12 near its intersection with the State Highway 107. This use might also be an appropriate buffer around industrial uses. Any other designation of this classification shall be restricted to the interchanges of the freeway and should not occur unless, or until, such designation is necessary to accommodate a public need or future growth that cannot be provided within the area presently designated or is necessary to relieve congestion in the city.

No such classification shall be applied to areas that are not served by adequate access, and access that does not disrupt the integrity of residential or the general commercial area.

Heavy Industrial

Purpose: The purpose of the heavy industrial classification is to provide and reserve suitable areas to support the economic base of the city.

Description: These areas shall consist of heavy industrial uses. Light industrial or heavy commercial activities may be permitted on a conditional basis, but other uses of a permanent nature should be avoided.

Criteria for Designation: This designation should be applied to large parcels of land south of the freeway, and other areas where established industrial uses are present. Due to the importance of basic job opportunities, the restriction of existing industrial uses into

non-conforming status should be avoided. Other locations south of the freeway as well as the area between the freeway and Monte-Brady Road may be considered for industrial uses provided that any necessary access and other facilities are provided.

Special Consideration: As noted in this plan, the most appropriate areas for industrial development lie south of the freeway. However, much of this area lies also within the flood plain of the Chehalis River. Consequently, all industrial development must consider the requirements and limitations, which may be imposed by this hazard.

Other Designations

Agricultural Areas: This designation should be applied to areas which are suitable for commercial agriculture or other areas where such use may be appropriate. Agricultural uses within the city should be considered only transitional in nature.

Forestry Areas: This designation should be applied to areas that are suitable for commercial forest activities, or other areas where such uses may be appropriate. Forestry areas may also serve as permanent open space.

Public Uses: This designation may be applied to any parcel that is definitely committed to public use and in public ownership. The presence of this designation should not be interpreted as a limiting of public uses. Public uses may be considered on a conditional basis in all other designations.

Sub Area Descriptions

To facilitate the implementation of the various land use designations of this plan and to develop and maintain the neighborhood concept within Montesano, the city has been divided into 6 sub-areas. The following is a description of the application of the plan policies into each of these sub areas and the planned roles of each sub area within the city.

Simpson Heights: This sub-area occupies the northwestern corner of the city in the highest elevation areas of the city. It is reserved exclusively for low density residential uses. As such it provides a protected neighborhood for family-oriented housing.

East Montesano: This neighborhood covers that part of Montesano east of the Scholfield Creek drainage channel. It too, like Simpson Heights, is reserved primarily for low- density residential uses, with two important exceptions. The first exception is along Beacon Avenue East where a moderate density residential use designation is linked with the designation of the street as an arterial linking the downtown area within the growing area just east of the city. The second exception is in the southwest corner of the sub-area where existing multiple family dwellings and proximity to Pioneer Avenue lead to its high-density residential use classification. Efforts to preserve single-family residential areas within East Montesano should be directly proportional to the distance of the site from these higher density areas.

Broadway—North Academy: This area – bordered on the north and east by the two preceding sub-areas, on the south by the downtown and the west by Third Street – serves two roles. Its most prominent role is as a public and semi-public use area. The county courthouse, the high school, the city hall, the majority of the city's churches, and two major play areas are found here. And along Broadway, near the governmental centers, some space is allocated for commercial uses, primarily professional, which are linked to government. The area's second role is as a residential neighborhood. The primary designation is moderate density, a use more compatible with governmental use than low-density residential uses and well served by its proximity to open spaces and play areas. This residential use also buffers low-density neighborhoods to the north from the downtown. Also within this area, and providing a transition from commercial to lower density residential uses, is a high-density residential section in the southeast corner along Chehalis Street and Pioneer Avenue. This latter section, by its proximity to the commercial core, could provide an excellent location for dwelling units for the elderly residents.

Downtown: This is the commercial core of the city and is focused around the intersection of Pioneer Avenue and Main Street. Very little commercial usage will be found outside the core area. There are 3 general distinctions to be made within the area:

1. The professional governmental services area is located along Broadway and in the northwest corner of the sub-area;
2. the tourist commercial area to be along Main near the freeway; and
3. The general commercial area located in the remaining area, oriented along Pioneer.

West End: This neighborhood – located in the western portion of the city south of Simpson Heights – is intended to provide a range of residential choice. All density designations are represented here, and thus can provide more affordable housing opportunities.

The West End contains three sub-neighborhoods: a low-density residential area on the hill north of Broadway, a moderate density residential area centered on West Broadway from 3rd Street, and a high density residential area centered on the intersection of 7th Street and Pioneer Avenue. These density areas are based on such factors as access to major arterials, available space, existing uses and water and sewer services.

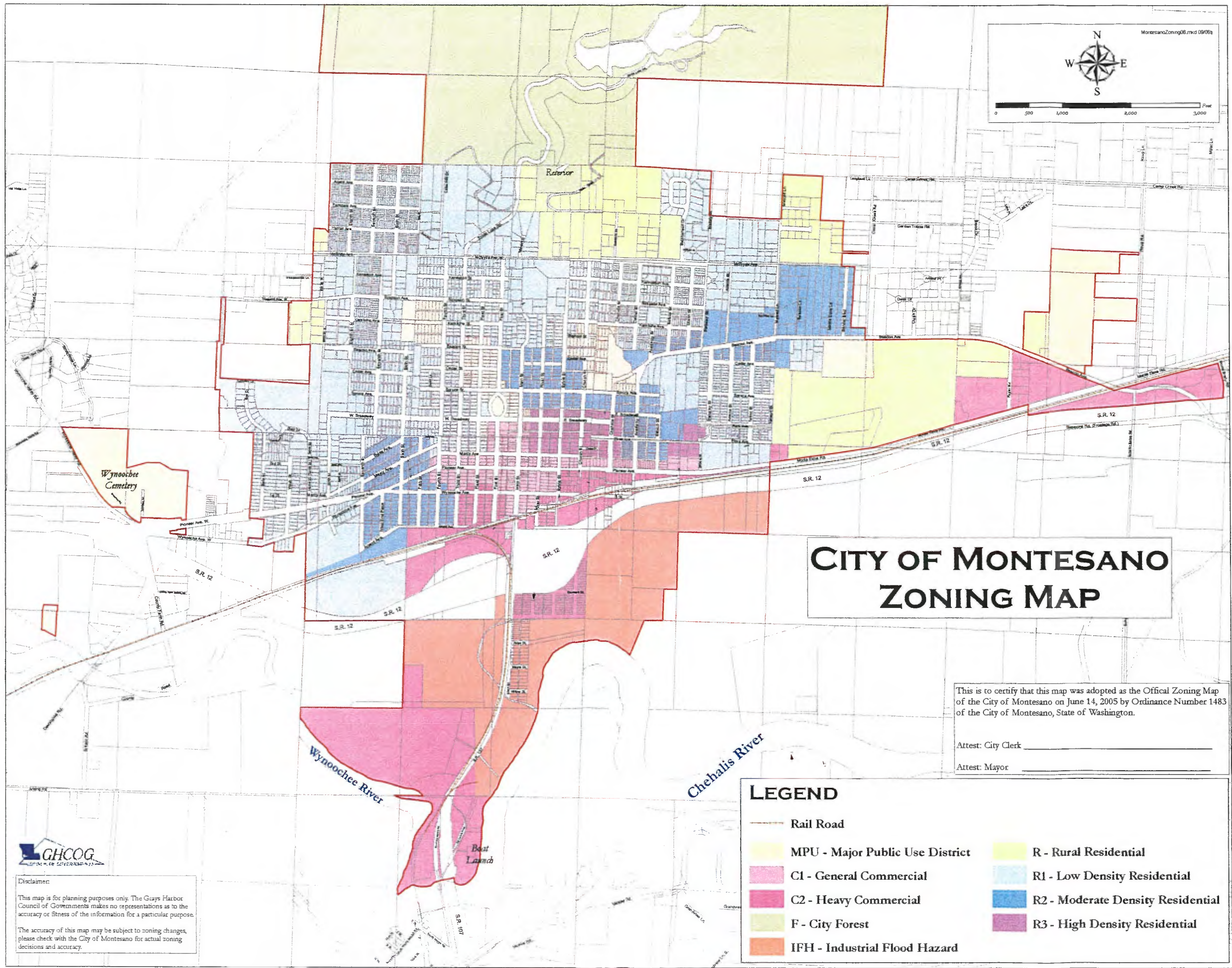
High-density residential uses shall be allowed only on a controlled basis so that change will be gradual and disruption to neighborhood character minimized.

The West End is also bordered on the north and west edges by the valley of a tributary of Sylvia Creek.

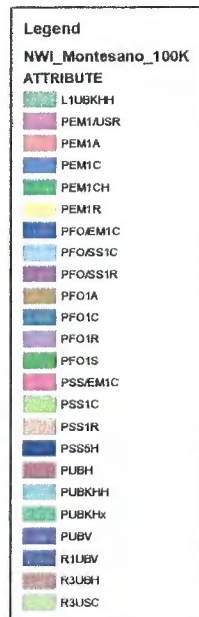
South Montesano: Located primarily south of the railroad lines, this area is set aside for industrial, uses both light and heavy. It is oriented around access routes, i.e. to the railroad, to the freeway, and to the Raymond Highway. Light industrial uses are found closest to the main body of the city and serve as buffers between the commercial and residential areas of the city and the heavy industrial uses designated to the southern portion of this sub-area.

Land Use Maps

The City of Montesano Zoning Map indicates current Land Use designations.



CITY OF MONTESANO WETLANDS



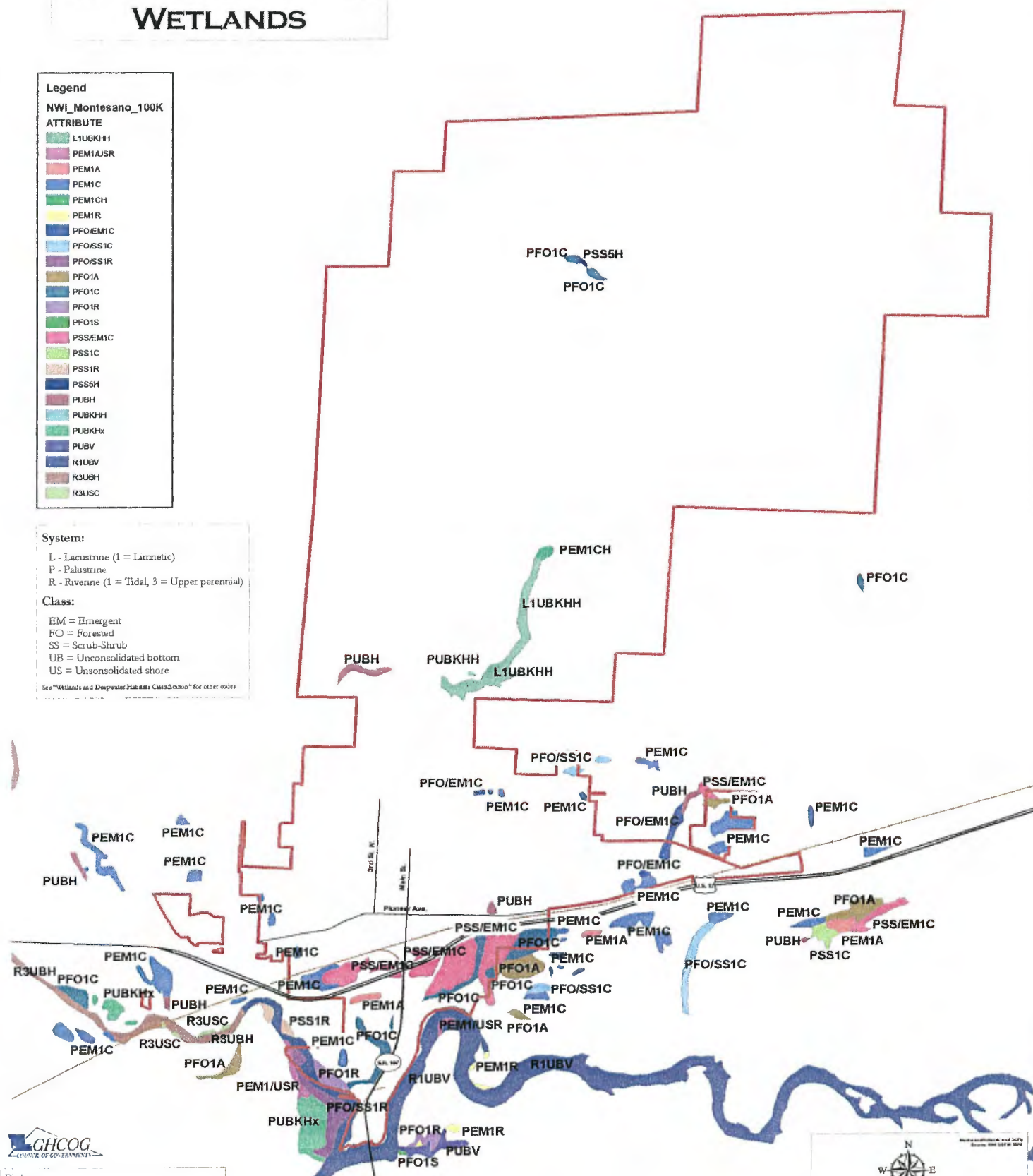
System:

- L - Lacustrine (1 = Littoritic)
- P - Palustrine
- R - Riverine (1 = Tidal, 3 = Upper perennial)

Class:

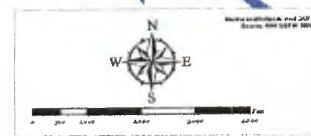
- BM = Emergent
- FO = Forested
- SS = Scrub-Shrub
- UB = Unconsolidated bottom
- US = Unconsolidated shore

See "Wetlands and Deepwater Habitat Characteristics" for other codes

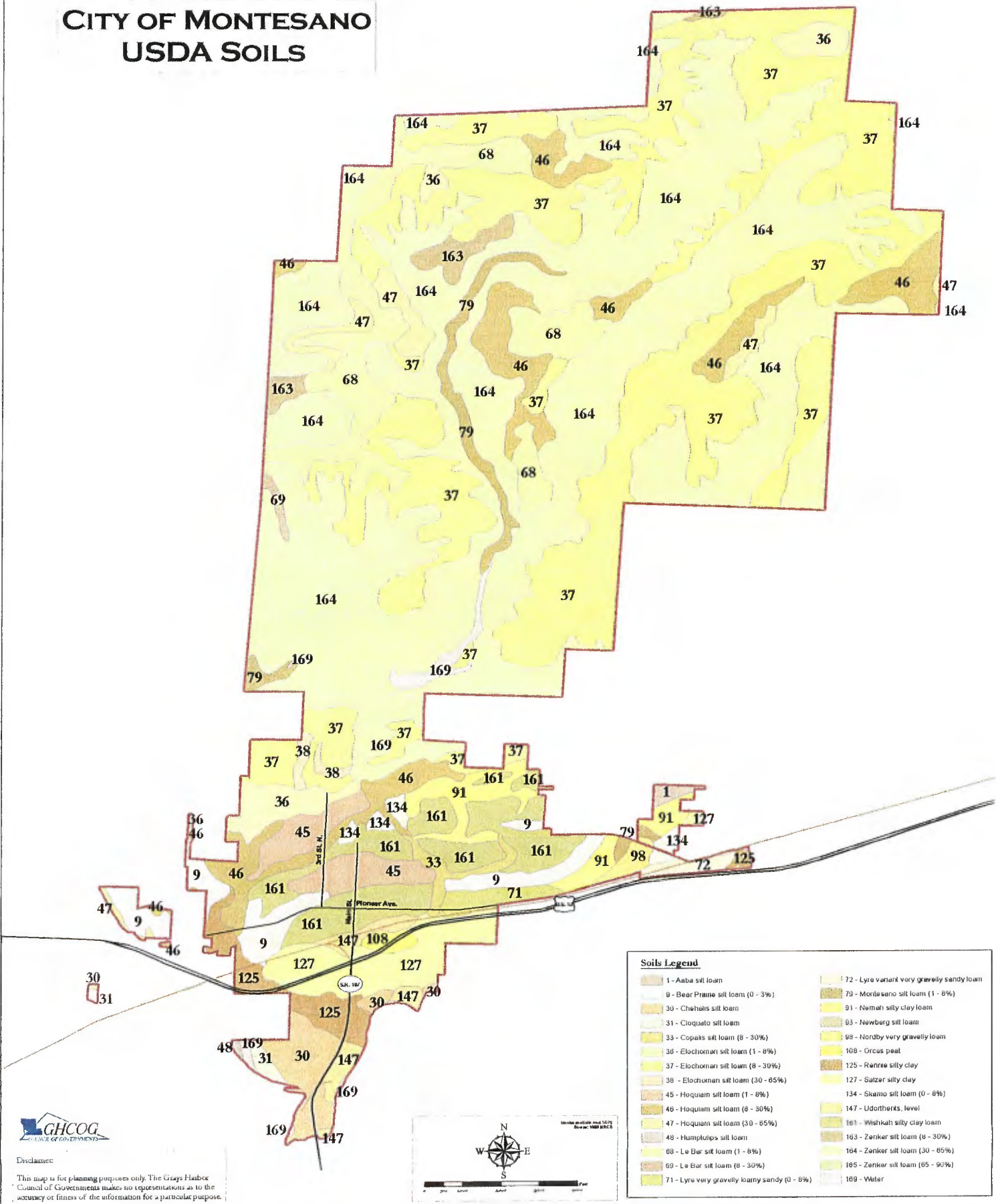


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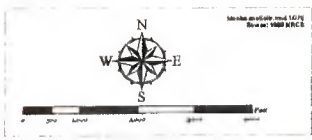
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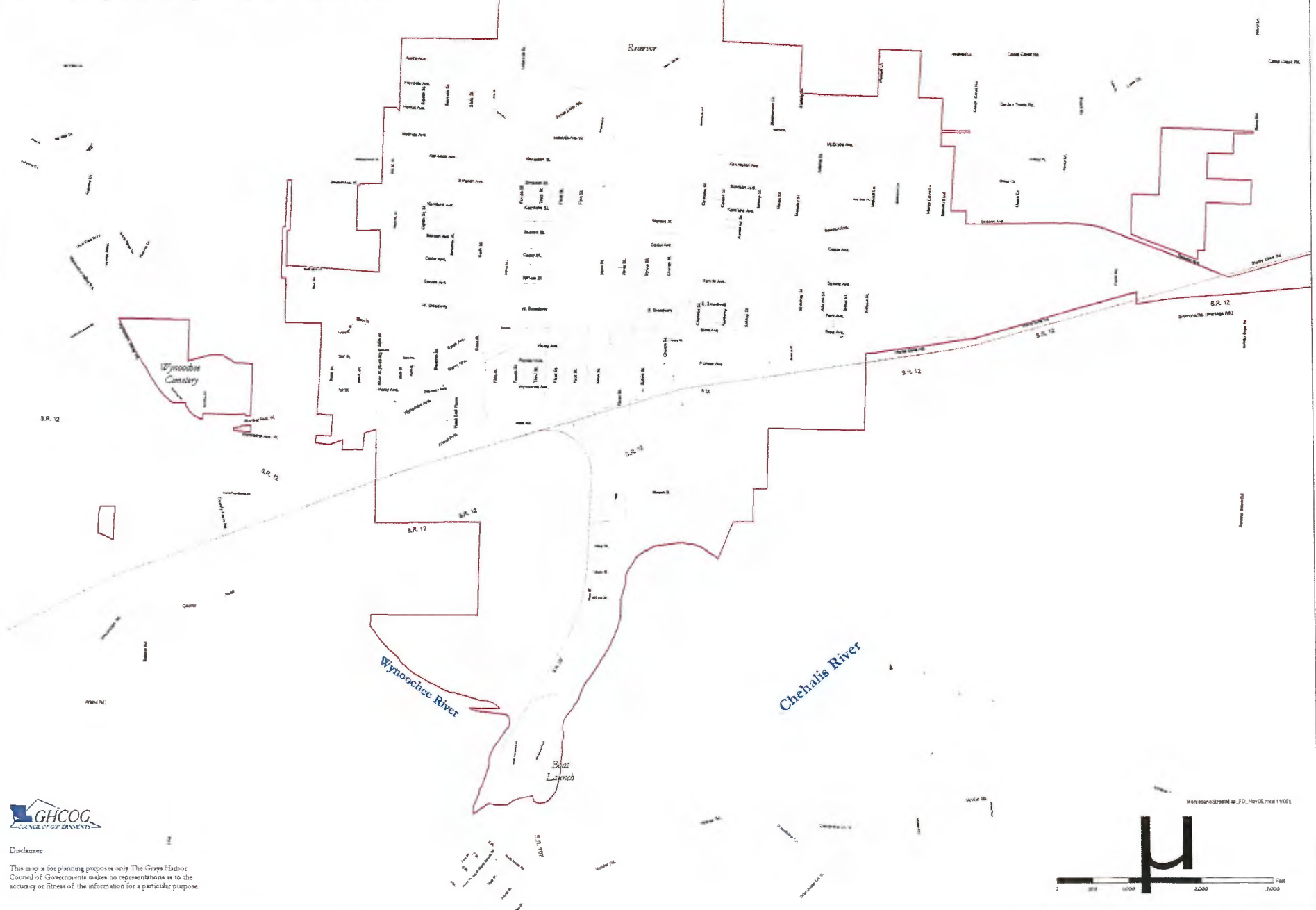
CITY OF MONTESANO
USDA SOILS



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CITY OF MONTESANO



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HOUSING

Introduction

The City of Montesano recognizes the extreme importance of affordable, clean & safe neighborhoods. Housing is important economically. The availability of good quality housing is important to industries considering whether or not to locate in a particular area. A safe and sanitary dwelling is also important to the well-being of our residents.

One of the many roles of City Government is that it has the authority to plan and regulate the location, density and quality of housing built in its jurisdiction. This is typically done through comprehensive plans, zoning, subdivision regulations, building codes and building inspection of new structures. The purpose of this chapter of the Comprehensive Plans is to analyze the characteristics of the existing housing supply, to project and plan for housing and residential land use needs, and to set forth housing and residential development goals and policies.

Population trends and characteristics are closely related to housing demands because shelter is a basic human need. Changes in population and densities facilitate the need for similar changes in housing supply. Each change in the demographic and socioeconomic characteristics of people profoundly influences different kinds of housing needs. While the supply of housing is rarely in perfect balance with demand, an insight into population trends is essential for planning housing facilities in various areas.

Housing Supply

From 1977 through 1999, the City of Montesano's housing supply grew 42%. As of April 1, 2005, there were 1,607 year-round housing units within the City or 573 more than in 1977. This increase in housing units was not as great as that which occurred during the previous decades, but nevertheless affirms the trend that Montesano's housing supply is growing at a steady rate. As of late 2005, two subdivisions had been approved with a total of 137 lots. Construction has started on some of these homes. When complete, these projects will increase the housing supply by 7%.

Occupancy Status

In 2000, the City of Montesano had 1,326 occupied residences for an occupancy rate of 94.2%. The homeowner vacancy rate was 1.7%, and the rental vacancy rate was 8.5%. The occupancy rate was somewhat lower than 1990, when there were 1,186 occupied residences and an occupancy rate of 95.7%. In 1980, the City's occupancy rate was 96.1%. Of the 1,326 occupied residential units within Montesano in 2000, 916 (69.1%) of these units were owner-occupied. The remaining 410 units (30.9%) were renter-occupied.

Population Per Household

From the 1970's through the 1980's, the average household size in Montesano continued to decrease. In 1980, the average household size was 2.78 persons per household. By 2000 the number of persons per household had decreased to 2.38. This overall decline in persons per household reflects the demographics of the decade, in which lower birth rates and higher divorce rates prevailed, and the number of people living alone increased.

Number of Units in Structure

During the decade of the 1980's, the single-family dwelling continued to be the most prevalent type of housing unit in Montesano. In 1990 there were 1288 dwellings (including manufactured homes) within the City. Of this number, 988 were single-family homes and 24 were manufactured homes. This is a net increase of 47 over the 941 single-family dwellings counted in 1980. In 1990, Montesano contained 87 apartments with two to four units; 33 apartments with five to nine units and 106 apartments in complexes with over 10 units.

The City of Montesano estimated that as of January 1, 2005, there were 1,253 single-family homes within the City. In addition, there were an estimated 74 manufactured homes, 280 duplex, and apartment units within the City.

Housing Value

The financial characteristics of the housing industry are constantly changing. Specifically, the median value of owner-occupied housing has been steadily increasing. In 2000 the median value of owner-occupied housing was \$122,300 in the City of Montesano. Approximately 4% of the houses in Montesano had an estimated market value in 1990 of over \$100,000, while 47% were valued at less than \$50,000. Census 2000 data shows a distinct increase in housing values with 62% of the houses in Montesano having an estimated market value in excess of \$100,000, while only 3.1% of homes were valued below \$50,000.

Due to changing housing qualities, inflation, and other economic discrepancies, current housing values are not readily comparable to those values reported in previous censuses. To signify relative change only, the 1980 median value of owner-occupied housing was \$46,600 in the City of Montesano.

Housing Conditions

Influencing the apparent quality of a neighborhood is the physical condition, age, size, construction, and maintenance of its housing units. When the housing units within a neighborhood become inadequate, residents tend to move away or lose the incentive to upgrade their houses. The results can be larger houses available to low and moderate income homebuyers or a rise in vacant and neglected housing.

Deteriorating housing conditions do not always cause the movement of families from one neighborhood to another within a city. Usually, the moving families have attained the financial ability to buy larger, better homes in other neighborhoods. This movement can leave moderate-priced, but well maintained homes available for other families. The "filtering" process of families moving up to better housing and new neighborhoods is continually occurring in several Montesano neighborhoods. While this process helps to rejuvenate neighborhoods and usually results in better maintained homes, the homes and neighborhoods at the lower end tend to suffer from high vacancy rates and neglect, and, during periods of housing surplus, are often abandoned.

The problem of deteriorating housing has an area-wide impact and is not limited to actual housing units that are in poor condition. A neighborhood may have all the essential facilities and services, such as paved streets, parks, adequate utilities, etc., while the condition of individual residential structures seriously detracts from the entire area. Dilapidated structures may be condemned and removed through the City's nuisances and abatement ordinances program, or under certain circumstances, by the owner. In addition, homes that are deteriorating may be rehabilitated through Neighborworks of Grays Harbor County.

The presence of deteriorating homes creates an image of decline, which adversely affects entire neighborhoods. The condition of housing units in any one area of the City is a citywide concern.

1999 Citizen Survey Results

During the months of September and October 1999, a citizen survey was conducted to measure public attitudes concerning City services and the state of the City. Numerous topics were covered including land use and issues such as housing development, preservation or demolition of structures, and manufactured home additions. Eight hundred seventy two Montesano citizens participated, with the majority living in the City limits and the rest living in the City utility service area. Differences were not separated based on whether people lived inside or outside the City limits.

Respondents were first asked the reason they lived in the City and if the supply of affordable housing was one of those reasons. There was a positive response to indicate that affordable housing was one of the reasons that they lived in the City.

There was a negative response when asked whether they should limit the number of new residents to the City. Of those surveyed, a minority thought the number of new residents should be limited. When asked about new development of existing lots and adding more residential subdivisions, the survey indicated very positive results toward expansion and development within the city, with exception to manufactured homes. When asked about manufactured homes, either manufactured home parks or manufactured homes on single lots, the survey indicated a strong opposition to both.

All respondents were then asked about how supportive they would be of new or expanded multi-family dwellings and hillside development, according to the survey, the citizens felt that neither should be implemented at this time.

There was a favorable response to annexing areas adjacent to the City.

Housing Improvement Recommendations

The housing inventory and its occupants are in a constant state of change. As discussed earlier, the process of "filtering" in the housing market is the basis for much change in housing occupancy.

Another process, known as "gentrification", has also been occurring in Montesano over the past two or three decades. Gentrification is the process of middle and upper income families returning to older neighborhoods and rehabilitating, renovating and improving the homes/buildings in the area. This is occurring in some of the older, historic areas of Montesano. The total impact of this is small to date, but significant in some areas.

Generally, the economic capabilities of families are divided into three groups related to the housing market as follows:

1. People and families who can afford adequate housing and are expected to continue in such an economic status over an indefinite period. Those in this group usually occupy the top level of the housing inventory and provide the major market for new single-family homes.
2. People and families who cannot now afford adequate housing under prevailing market conditions but who have an economic potential of participating in the housing market. Excessive housing costs and temporary economic problems caused by illness, lack of employment, or failure to develop the full potential of marketable skills represent some of the factors which place people and families in this category. Various approaches exist to assist this group in obtaining adequate housing.
3. People and families who cannot now afford adequate housing. Also included in this category are people whose potential is doubtful for ever being able to afford adequate housing. A portion of the elderly, the handicapped with self-care limitations, and those with little, if any, marketable skills represent the most difficult group to provide with housing. The housing needs of this latter group have never been fully met despite efforts of local, state, and federal government. Despite the past experience, the provision of reasonably adequate housing for those who cannot afford such housing continues to be a physical, social, and economic problem in Montesano and other communities.

Along with the differences in the economic capabilities of families in the housing market, problems also exist with the different levels of maintenance of homes. At one end of the spectrum are the well-maintained, good quality homes, while at the other end are those in such a poor state of repair that they do not comply with the minimum code requirements. It is likely that the good quality, well-maintained homes are going to be taken care of and conserved within the housing market. For those houses that fail to meet the minimum code, there exists legal means of removing them through the demolition and clearance process.

It is the "deteriorating" housing unit in the middle of the spectrum that is the major source of housing and neighborhood problems in Montesano. There are many residential neighborhoods that have all the school- or city-sponsored facilities and services, such as elementary schools, parks, paved streets, and adequate utilities that would normally make a neighborhood attractive and desirable. However, an overabundance of poorly maintained, deteriorating homes creates bad images for some neighborhoods. Primary causes of deteriorating homes in these neighborhoods may be renter abuse, absentee owners, and homeowners with no pride of ownership or too little income to maintain the home. It is this problem for which there are no public or private programs or policies to require or encourage upgrading of these homes.

Available, affordable, and safe housing is a key ingredient in Montesano's appearance and ability to accommodate growth. Housing provides an important link between the City's population goals and its economic development and land use goals. Since Montesano wants to have population increases and economic growth, as is stated in the Montesano Comprehensive Plan, then adequate and standard housing must continue to be provided for residents of differing income levels, for single family and multi-family residences, and for purchase and for rent.

Planning Objectives

The quantity and type of housing needed depends on the population. Housing is a basic need of people, therefore, long range guidelines should be set to improve the existing residential areas and to properly plan for future residential developments.

1. To promote the conservation and expansion of Montesano's housing stock to ensure an adequate supply of decent, safe, and sanitary housing with a wide range of housing types and price ranges. This should provide the greatest possible housing choice to all residents, and protect, stabilize, and improve residential neighborhoods.
2. Provide equitable distribution of services, including paved streets, sidewalks, utilities, emergency services, parks and other community facilities.
3. Ensure that densities of proposed housing developments are compatible with community facilities and infrastructure.
4. Preserve and enhance the desirable characteristics and integrity of existing residential neighborhoods and preserve Montesano's historically significant structures.

5. Enforce building code standards to upgrade substandard housing units and to abate non-repairable structures. The City shall use condemnation proceedings only when rehabilitation is not feasible.
6. Continue eliminating the factors which degrade the neighborhood such as incompatible land uses, code violations, and pollution sources.
7. Encourage public or private education programs to offer home maintenance instruction to Montesano citizens. Encourage and support programs to rehabilitate substandard housing.
8. Provide housing for residents of differing income levels for single family & multi-family residences and for purchase and for rent.

INDUSTRIAL

Introduction

Montesano residents enjoy their city and the surrounding area. They wish to preserve its small town atmosphere as much as possible, including surrounding agricultural and forest lands, as well as existing, predominately single-family, residential neighborhoods. However, the citizens are not opposed to an expansion of commercial and industrial land use in the area, although such potential is limited. In general, the citizens wish to keep the openness, friendliness and scale of a small town.

Montesano has some distinctive characteristics regarding the potential for industrial development:

- Only a limited area is available which would be acceptable for industrial zoning.
- Growth and development is limited by flood hazards and steep slopes.
- Montesano is a well platted city with a circulation system capable of accommodating anticipated growth if appropriate improvements are made.
- Montesano has some potential for light industrial development.
- Montesano has good access to rail and freeway transportation systems.

Industrial Development Potential

Montesano has limited short-term industrial development potential based upon available land. There are approximately 50 acres of land zoned for industrial development that are located entirely within the 100-year floodplain. The limitations to development of this land are included in the flood plain ordinance, as well as regulations outlined by the state Department of Ecology and Shoreline Management Master Plan. East of the City limits, the Vaughn Company (manufactures chopper pumps) occupies an approximate 15-acre site adjacent to US 12. Additional industrial lands in the vicinity of the Vaughn Company site are small in size, approximately 5 acres, and without services. East of the city limits there is potential of annexing industrial lands.

Economic Trends

Over the past 20 years, the industrial sector has increased from 5 firms in 1980 to 13 in firms in 2000. During the same period the industrial segment of the employable population has increased from approximately 180 to an estimated 225 in 2000.

Current Industrial Land Use

Montesano has few current industrial operations. The major industries are as follows:

1. A cedar saw mill, located south of Olympic Hwy 12 on State Route 107, employs approximately 110 persons

Industrial Zoned Land in Montesano

Montesano's industrial zoned land is mainly in south Montesano and is located primarily south of the railroad lines. This area is set aside for both light and heavy industrial expansion. It is oriented around access routes, i.e. to the railroad, to the freeway, and to Highway 107. Light industrial uses are found closest to the commercial core of the city and serve as buffers between the commercial and residential areas of the city and the heavy industrial uses designated to the southern portions of this sub-area.

Planning Objectives

- To provide adequate sites for industrial uses, with a minimum of land use conflicts, within the constraints placed by the floodplain.
- A large area south of the freeway shall remain zoned for industrial uses. Development of this site for industrial or suitable alternative uses shall be actively encouraged and promoted.
- The potential of another industrial area along the freeway between Montesano and Brady should be explored.
- Promote industrial development that is compatible with the community character, its history, its quality of life, and unique setting.

UTILITIES ELEMENT

Introduction

The Utilities and Public Service Element identifies and addresses the various services that make a community a safe and desirable place to live. This element consists of the general location and capacity of all existing and proposed utilities, including but not limited to, water, sewer, storm water, electrical lines, telecommunication lines and natural gas lines. (RCW 36.70A.070(4)). Although the City does not provide all of these utilities directly, all are essential components of the necessary infrastructure of a community.

“Utilities”...means enterprises or facilities serving the public by means of an integrated system of collection, transmission and distribution and processing facilities through more or less permanent physical connections between the plant of the serving entity and the premises of the customer. Included are systems for the delivery of natural gas, electricity, telecommunication services, water and the disposal of sewage. (Washington Department of Community Development, Procedural Criteria Ch. 365-195 WAC-)

This element is concerned with the relationship between public facilities and the land use growth and economic development. The location & capacity of public facilities can influence the location and intensity of development.

The primary responsibility for water system, sewer system and storm water drainage system planning in Montesano is with the Public Works Department. Separate functional plans guide the maintenance and development of the public facilities for these systems. Responsibility for planning for the school system is with the Montesano School District and independent special purpose local government. The City of Montesano is only responsible for Special Facilities for bus routes. This element contains policies to coordinate the type and level of development with the planning of these offices and organizations. This element is intended to support and reinforce our public facilities planning activities.

Water

The water system consists of two wells with pumping capacity of 2,000 gallons per minute, a 1.37 million-gallon reservoir, a 200,000-gallon steel tank, a high zone booster station and the distribution system. Policies and conditions of service for the water system service area are developed in the form of codes, resolutions, standards or comprehensive plans adopted by the City Council. These policies and conditions of service allow the City Council to deal with customers on a fair and consistent basis. For a comprehensive review, please see the City's Water System Plan.

Water Source

The City currently has three wells located to the southwest of the City as shown on the service area map. Well No. 3 is the primary source of supply and is listed on the Well Facility Inventory as the only permanent source. Well No. 2 is an emergency source and is only used under extreme circumstances as outlined in the water shortage response and emergency response plans. Well No. 1 is not in service and is not utilized due to significant levels of iron and manganese.

There are several reliability issues associated with Well No. 3. The most significant concern is the reliance on a single source and transmission main. The single primary source also poses reliability concerns from mechanical equipment failure. In addition, the well is located within a floodplain. Because of the site construction, flooding of the well casing is not a concern, but access to the well site is. During significant flooding, the well can only be accessed by boat, which not only restricts operation and maintenance, but also compromise operational safety. In addition, power lines to the site cannot be accessed for repair during flooding.

Current source capacity of Well No. 3 is greater than the Maximum Daily Demand for current and future conditions. However, the Maximum Daily Demand is 75% and 90% of the production capacity of Well No. 3 for current and 20-year conditions respectively. In consideration of time for source approvals, water rights and other practical purposes, water systems should begin the process to obtain additional source production capability when demand exceeds 75% of total production capabilities. This consideration, along with the reliability concerns discussed above, suggest that the City should begin the process to increase source production capacity immediately. In addition, providing increased production capability will result in a significant reduction in the overall storage requirement for the City as described in the storage analysis. The minimum capacity of an additional source should be conservatively sized with a minimum capacity of 1,000 gpm to meet the projected 20-year MDD with Well No. 3 out of service.

Water Storage Facilities

The ground storage reservoir was built many years ago and is providing the service for which it was intended. The approximate capacity of the reservoir is 1.37 million gallons.

The reservoir was built by constructing a concrete dam structure across a ravine in a hilly area above the City. The sides are of natural materials, perhaps a shell or a form of sandstone. In the original construction the sides were jack hammered and blasted smooth. A curb was placed around the reservoir to prevent ground water and other material from entering. The Department of Social & Health Services and the City have completed, through the Referendum 27 program, the reservoir rehabilitation. This consisted of gunniting a reservoir lining and constructing a cover. The overflow elevation of these tanks is 200'.

Storage shall be sufficient for the 6-year planning period and should be designed to meet the requirements for the 20-year planning period. Critical components are operating, standby, equalizing, fire and dead storage.

Water Distribution Facilities

The existing system serves the incorporated area of Montesano plus a large area outside the City. The system is well looped with 4 inch to 10 inch diameter cast iron, asbestos cement pipe and class 200-pi plastic pipe. The water comprehensive plan addresses the need to replace asbestos pipe.

An extended length of 8-inch water main serves Val Vista Development, west of town. Within the city limits, 1000 GPM plus fire flows protect the majority of the area.

Water Metering

All services are metered. Each service is billed by the volume of water used. The services outside the incorporated city limits pay a service charge in addition to the billing by the volume of water used.

Water Planning Objectives

The Utilities Element supports other elements of the Comprehensive Plan by establishing policies for provision of efficient urban services to serve anticipated growth and development. This Element supports an infrastructure for servicing existing development and areas targeted for growth by the Land Use Element. Finally, utility policies provide direction to the goals and policies of the Capital Facilities Element.

- Assure the development of all utilities at a level adequate to serve existing and future growth.
- Periodically review storm water, water supply & sewer system plans.
- Process permits and approvals for utilities in a fair, predictable, and timely manner.

For a comprehensive review of the goals & policies refer to the Water Comprehensive General Plan.

Storm Water Management

The goal of the Plan is to develop a city wide storm water management strategy to minimize flooding and pollutant loading in the tributaries and wetland areas of the Chehalis River and Montesano. The environmental problems the City has encountered are results of urbanization.

The Storm Water Management Plan emphasizes the use of natural systems and, whenever possible, nonstructural methods to control runoff volume and pollution at the source.

Flood control management seeks to reduce flooding by improving drainage structures and preserving natural drainage ways and floodplains. Developing non-structural and/or structural flood control measures can mitigate existing problems. Nonstructural measures recognize the natural drainage system and seek to preserve the systems function, while structural measures change floodwater distribution by conveyance and/or storage. The most effective flood control programs usually involve a combination of the two strategies.

The Flood Control Management program should be consistent with the Community Objectives established by the Storm Water Management Planning Committee. These objectives state that “The governing principle behind all ...policies relating to surface water management is to fully utilized the natural water drainage system that “Promotes public safety and minimizes property damage, protects and enhances the water quality and preserves and enhances fish and wildlife habits.”

OTAK, Inc. also established secondary planning principles to guide the program development. These principals assure the plan is:

- Technically acceptable and reliable, and environmentally sound
- Compatible with all City departments that share responsibility for flood control management
- Flexible so it can be modified as the City develops

Flood Control Strategies

Options to improve drainage and reduce flood damage include:

- Increasing the capacity of pipes, culverts, and open channels to carry peak flows quickly through the drainage system
- Storing runoff both on site and regionally to delay or reduce runoff peaks downstream
- Combining conveyance and storage, given that reduction of peak flow reduces the need to enlarge downstream facilities
- Maintaining the integrity of the existing system, which provides a cost-benefit baseline for the other three techniques

Conveyance

Every watershed has a storm water conveyance system whether it is natural or manmade. When the existing system cannot accommodate present or future runoff, conveyance system improvements may be warranted.

Replacement of existing storm drains, erosion protection, debris removal, installation of smooth liners that reduce pipe friction, or replacement of piping outfalls, are structural measures that are needed to improve conveyance in some cases. Unfortunately, these measures may actually increase the concentration of storm water pollutants by indirectly discharging runoff to the streams, bypassing the natural filtration processes. In some instances, increasing the velocity of peak flow can exacerbate flooding downstream. Conveyance improvements that use the natural system should be considered before structural methods whenever possible.

Storage

Storage can reduce downstream peak flows and may alleviate the need to retrofit conveyance system deficiencies. There are several types of storage that depend on threshold design flows and the length of detention. Unfortunately, flood control and water quality storage often does not share compatible storage volumes. Flood control storage fills during only large storm events, while water quality storage is equipped to fill during smaller, more frequent storms. The storage facility size should be based on the need to fulfill the greater of the two problems.

Storage facilities perform differently depending upon when they fill and how they are drained:

- Retention is long-term storage that reduces the total volume of runoff by capturing it and letting it infiltrate or evaporate. They have no outlet other than an emergency drain and spillway, and can either be in-stream or off-line (to allow a base flow to bypass the facility). Retention is usually most feasible for the frequent, small storms that often impact water quality.
- Extended detention is also long-term storage that can reduce the volume of runoff for a shorter time period. The detention basin has outlets that gradually release small quantities of water into the natural system. It functions much like retention, and is also more feasible for smaller, more frequent storms.

Flood Control Management

The hydrology and hydraulics of Montesano's three major drainage basins were evaluated and modeled to determine existing and future flooding within the City. Water storage (detention and retention), increased conveyance, and combined storage/conveyance were considered at each problem area, in order to develop the most cost effective and efficient solution. Because of the limited stream corridor size, large-scale storage was not considered an option. However, on-site detention facilities at new development sites are recommended. Enlarging culvert capacities at several of the road crossings was considered the best alternative in most cases.

The Capital Improvement Projects for flood control are prioritized to correct problems that would yield the greatest benefit for the estimated capital expenditure. All improvements should be made based on future conditions.

Water Quality/Pollution Control Management

Montesano's natural and structural drainage system empties storm water directly into its creeks and wetland areas. There is concern that the storm water may be impacting the quality of these natural systems.

Water quality modeling was performed to determine the amounts of runoff and pollution that could be expected under both present and future conditions. Based on the anticipated levels of development, contaminant loading is expected to increase only slightly. However, the levels of contamination presently found in Montesano are a threat to water quality.

Preliminary sampling of the water and sediments at the drainage outfalls and in Scholfield Creek revealed that relatively high levels of contamination are present in the drainage system. Motor vehicles are considered the major no point source polluters. Due to the nature of the businesses in the commercial and industrial sections of the City, they are also considered potential polluters.

The recommendations that were made to help reduce the pollution and improve water quality included:

- Developing a monitoring program to continue assessment and target problem areas
- Developing a public awareness program to educate the City's citizens and businesses about the drainage system, pollution control, proper disposable practices, the value of stream corridors and wetlands, etc.
- Street sweeping, cleaning and maintaining catch basins and sediment traps
- Initiating best management practices throughout the city by replacing impervious slopes with grassy swales, controlling embankment erosion, protecting natural corridors and slopes, etc.
- Installing compost filtration facilities at the outfalls of the more contaminated drainages
- Installing an oil/water separator with sediment trapping at a smaller, highly polluted drainage

Management Program Costs and Implementation

The recommendations for flood and pollution control were incorporated into a final management program. Funding for the management program may be obtained through government grants and loans. The City has developed a Storm Water Fund as a funding option. A utility can provide both short and long term funding for chosen capital improvement projects.

Storm Water Planning Objectives

- Involve and educate the public on opportunities to improve water quality, enhance the natural drainage system, and minimize no point source pollution
- Emphasize the use of natural systems and non-structural methods that focus on controlling runoff and pollution at the source.

- Protect the physical and biological integrity of the creek corridors and wetlands in the City's watershed areas
- Ensure that storm water management expenditures are commensurate with their benefits
- Implement funding mechanisms that allocate costs in an equitable manner to all those that benefit from a managed storm and surface water drainage system

For a comprehensive review, please see the City's Storm Water Management Plan.

General Utility Planning Objectives:

- Continue current programs to upgrade all utilities.
- Promote, when reasonably feasible, co-location of new public and private utility distribution facilities in shared trenches and coordination of construction timing to minimize construction-related costs. It is often possible to safely locate utilities within common trenches. It is desirable to coordinate utility installation, replacement and upgrading in a manner, which encourages joint use of utility corridors and trenches, especially when such work takes place in roadways. Utilities should contract other utilities when considering work in right-of-way and utility corridors to provide an opportunity for such coordination

City Sewer System

The City of Montesano operates a S.T.E.P. (Septic Tank Effluent Pumping) Sewer System.

The system serves approximately 1,250 residential and commercial customers and consists of primarily three components.

- The first component is Septic Tank located at/or near each property served. The function of this component is primary digestion and storage of wastewater.
- The second component is the collection system linking individual customers to the Secondary Treatment facility, the collection system has sufficient capacity to serve estimated population growth through the year 2020. Expansion of our existing collection system is taking place as recommended by the City of Montesano Wastewater System Facilities Plan.
- The Third component of the Sewer System is the Wastewater Treatment Plant located on SR 207, this plant has recently been reconfigured and capacity expanded to serve the needs of the city as projected through the year 2020.

TRANSPORTATION

Introduction

In any community, people and goods need to be moved about in a safe, efficient, and compatible manner. Such a transportation system should allow for easy access into and out of the city, and between different parts of the city in such a way as to maximize convenience but minimize compromises in safety and incompatible usages. Residents place high priority on good streets, but more than four of ten people were dissatisfied with the quality of street maintenance, as indicated by the 1999 Community Survey.

In this comprehensive plan, the purpose of this element is to identify the types, location, and extent of existing transportation facilities and services, guidelines for changing or expanding services, and to provide information to forecast the location, timing, and capacity of future growth.

The City of Montesano's transportation system is serviced by the following local and regional modes:

- Streets, roads, and highways
- Rail
- Public transit routes
- Pedestrians, bicycle and other non-motorized forms of transportation
- Air

Although Grays Harbor County incorporates a deep-water port for waterborne transportation, and airfields in Elma and Hoquiam, these transportation features do not directly affect planning in Montesano and are not discussed in depth in this plan.

Existing Street Service

Streets are the most utilized conveyance of transportation in Montesano, and the street network consists of local, collector and arterial streets, highways, and freeways:

- Local Streets provide access to abutting property, with some local traffic movement involved.
- Collector Streets collect vehicular traffic from the local streets, and direct it to the larger arterials. There are stop signs at the side streets.
- Arterials provide for through traffic movement between areas and across the city. They also provide direct access to abutting property though that is not their primary function.
- Highways are roadways linking major destination points (such as towns), and provide for through traffic between them with some direct access to abutting property.
- Freeways provide for the expeditious movement of large volumes of through traffic between destinations and are not intended to provide access to abutting property.

Higher volume roads—including arterials, streets in commercial zones, and certain other streets around government buildings and schools—require higher design standards and imply a higher priority in maintenance and improvements.

US Highway 12 cuts across the south boundary of the city, and, as the only four-lane, east-west highway to the coast north of San Francisco, serves as the most important transportation route between Montesano and all other destinations. Highway 12 exits in Montesano are provided at Main Street/State Route 107 and at Devonshire Road on the west. There is also an exit just east of the city at the Monte-Brady Road. The availability of convenient access on and off of the highway is an important advantage both to residents and to business.

State Route 107 is a north-south link beginning at US 12 (at the south termination of Main Street) and intersecting US 101 between Aberdeen and Raymond.

The only state-recognized official “arterials” within Montesano are Pioneer Avenue (which runs east-west through the length of the city and was the main road between Olympia and Aberdeen prior to the construction of US 12), and Main Street between Pioneer Avenue and US 12.

Currently in the City of Montesano, there are 22.8 miles of streets, including 14.1 miles of asphalt streets, 0.4 miles of concrete streets, and 8.3 miles of bituminous surface (chip seal) streets.

The city’s Department of Public Works maintains a 6-year plan for the maintenance and upgrading of city streets and alleys. The plan is revised annually in mid-year.

Rail Service

Grays Harbor County currently has a single track for rail service in and out of the area, roughly paralleling US 12. The rail line, operated by Puget Sound and Pacific Railroad, runs through the south side of Montesano between US Highway 12 and Pioneer Avenue. There is a spur that runs south along SR 107 providing service to the Mary’s River Lumber mill.

There are no scheduled stops or stations within the city limits of Montesano, however, the presence of the rail line does impact land use and transportation concerns in the south parts of the city. Any future development or expanded land use in this area will have to deal with setbacks and crossing safety issues.

From a regional economic perspective, it is vital that Montesano planning does not adversely affect the rail traffic count, since a permanent decrease in rail use might endanger the economic viability of the rail line for PSPRR. The existence of rail service is essential to the ability of attracting significant industrial employers to the county. In addition, the loss of rail service in Grays Harbor County would greatly diminish the vitality of the Port of Grays Harbor and therefore all of the existing industries (both direct

and indirect) which generate or are sustained by the port's business. The inevitable loss of jobs would so greatly erode the economy of the county that even the financial health of the businesses and residents of Montesano could be harmed.

Public Transportation

The Grays Harbor Transportation Authority provides an extensive system of public transportation linking all major points in the County. Most buses include bicycle racks and are handicapped-accessible. The Transit Station in Montesano is on Pioneer Avenue between Sylvia and Church Streets.

Airport Transportation

Grays Harbor County has two airfields, but only one is equipped for commercial service. The Bowerman Airport is on the west side of Hoquiam and has a 5,000 foot runway with full instrument landing system capabilities, as well as a limited passenger terminal facility. There is no scheduled commuter service available at this time.

The discussion of air transportation in this Comprehensive Plan is related less to the current air facilities than to the potential of the relocation of the airport. The latter discussion began anew after the creation of the Public Development Authority which has been coordinating the development of the Satsop Industrial Park on the site of the former nuclear power station. The availability of closer, more convenient air service was cited as a major advantage in attracting significant industrial/commercial tenants—especially those in the telecommunications and other technology fields—to the Park.

Possible sites which have been discussed for a new airport include the existing Elma air field area and also north of US 12 near Central Park west of Montesano. A new airfield would certainly impact the economy, and therefore the growth of the east county area, including Montesano. However, there are currently no definite plans regarding a new airport.

Pedestrian and Bicycle

The majority of the City streets in the downtown area currently have sidewalks. The City Development Standards require sidewalk construction with any new construction, development or major remodel. There are currently no designated bicycle paths within the City nor facilities for skateboards, scooters, and other non-motorized transportation.

Transportation Planning Goals

To assure that the ongoing and future transportation needs of Montesano continue to be met by available services in an efficient, capable, and safe manner, certain goals are useful.

1. Maintain existing roads and alleys in good condition.
2. Minimize the potential for commercial traffic impact in residential areas by encouraging future commercial development as close as possible to highway interchanges, arterials and existing commercial core.
3. Maintain and extend a safe pedestrian system promoting functional and recreational walking. This would include sidewalk improvements and pathway links to recreational areas.
4. Encourage bicycle use for recreation and transportation.
5. Evaluate existing streets and traffic flows to see if additional street parking spaces could be added. Ensure future development provides adequate off-street parking.
6. Evaluate existing public transportation routes, facilities and usage to determine need for expansion or alteration. Consider park and ride facilities adjacent to the transit station.
7. Work with the railroad to assure their operations through Montesano are undiminished by any future development.

Transportation Funding

The City of Montesano currently uses these sources of funds for street improvements:

- Motor vehicle excise taxes
- Forest revenues are used for street repairs when damage is due to replacement of waterlines.
- Developer improvement fees.
- State and Federal funding.

CAPITAL FACILITIES ELEMENT

Introduction

This element addresses the capital facilities issues facing the City of Montesano over the next 20 years. The policies and objectives are intended to provide general guidance on development decisions by planning expenditures, and assessing future needs for Capital Facilities.

Purpose

To establish sound fiscal policies to guide Montesano in planning for public facilities and identify facilities needed to support growth and development consistent with the Comprehensive Plan.

Definition

This element will deal with Capital Facilities defined as “Those facilities and or structures necessary to provide optimum levels of service by all City departments and best serve the needs of all residents.”

Goals

This element will encourage interdepartmental planning with legislative and executive guidance to assure that capital expenditures are a result of planning and sound decision making rather than reaction to specific events as they occur.

Inventory

City Hall	Water System
Fire Station	Storm water System
Shop and Garage	Parks and Recreation Facilities
Wastewater Treatment Plant	City Forest

City Hall

This 15,000 square foot two-story building accommodates several functions of the City. City Hall acts as the main administrative building for the City. Within City Hall are offices for the Mayor, City Clerks, Municipal Court, Police Department, Parks and Recreation, and Community Development. Also, Council Chambers and a large meeting room with limited kitchen facilities available as a rental.

Fire Station

The Montesano Fire Department as well as the Montesano Volunteer Fire Department are housed at the Montesano Fire Hall. This structure is in excess of 12,000 square feet and houses Fire and Rescue equipment, Aid Car, Ambulance, accommodations for 24 hour shift schedules including limited kitchen facilities and private sleeping quarters. The partial second floor of the Fire Hall is headquarters for the Montesano Volunteer Fire Department. This area is the location of the Montesano Volunteer Fire Dept. regular meetings and also provides limited training area. Details of operational priorities and procedures are available within the City of Montesano Fire Department Strategic Plan.

Public Works Office and Shop

The Montesano Public Works Office and shop is the location of the Department of Public Works. The Public Works Office is the location of the office of the Public Works Director, Assistant Public Works Director, and facilities for City Public Works Crew and the City Forester. Also within this structure is limited parking and storage for the majority of the Public Works Department vehicles and equipment. This building also accommodates a large amount of crowded storage for materials, tools, parts, and accessories necessary for the day to day operations of the Public Works Department. The shop houses the mechanic and working area for ongoing maintenance and repairs to City vehicles. Limited indoor equipment storage is also a function of this structure.

Wastewater Treatment Plant

This facility constructed in 1990 and upgraded in 2000 is located near the southern limits of the City. The Plant has a working capacity of over 900,000 gallons per day. Additional upgrades will be required when the plant is operating at 67% of capacity, per state law. Currently the plant is operating at 25% to 28% capacity. This equates to between 1022 and 1145 Equivalent Dwelling Units (EDU's). The maximum allowable capacity is (67%) or 2740 EDU's.

Water System

The City of Montesano water system consists of two service wells producing approximately 1100 gpm each. These wells are located within the Chehalis River aquifer to the south of the city, one on the east end of the city and one on the west end. The system includes over 50 miles of service and main lines, a reservoir and tank with storage capacity of 1.9 million gallons. Currently the City is designing an additional 750,000 gallon reservoir to provide adequate storage. The new reservoir to be constructed will also provide back-up storage capacity to allow required maintenance to be performed at the existing storage facility without sacrificing fire flow capabilities throughout the City. Fire flow upgrade projects are scheduled and constructed throughout the system annually to correct any known deficiencies.

Storm water System

The City of Montesano Storm water system consists of approximately 10 miles of various sizes of storm water piping and 15 miles of open drainage facilities beginning with grassy swales and connecting to small streams of various classes terminating in the Wynooche and Chehalis Rivers. Existing conditions, project planning, and required funding have been identified and are included within the City of Montesano Comprehensive Storm water Plan.

Parks and Recreation Facilities

The City of Montesano Parks and Recreation Facilities consist of five active use parks: Vessey Field, Nelson Field, Crait Field, Kelsey Park, and Fleet Park. Three passive use locations: Triangle Park, Monument Park, and City Hall. The program is administered from the Parks and Recreation Office within City Hall. These facilities together with three sports fields and two gymnasiums owned by the Montesano School District and available for very limited use serve over 2000 participants annually. These participants are involved in a combination of adult and youth programs ranging from sports to arts and crafts and summer camp. Programs are operated by one Full Time Employee and several part-time employees. Details of the program and related plans for the future are available within the City of Montesano Parks and Recreation Comprehensive Plan.

City Forest

The City of Montesano Forest consists of 5000 acres of timberland. Of that total approximately 4000 is available for harvest. The City is maintaining a 55-year crop rotation netting an average of nearly 75 acres per year. Profits realized from logging are under ownership of the Water Sewer fund and are available to that fund for capital projects. The City Forest is made available to the Public on a limited basis for various recreational purposes as well as a small number of firewood cutting permits. Detailed information and planning is available within the City of Montesano Comprehensive Forest Plan.

Capital Facilities Future Needs Projections

The City of Montesano Elected Officials, Department Heads, Respective Committees and in some cases Consulting Firms have developed projected needs for most Capital Facilities within the City. These needs and related expenditures are identified within:

- Montesano Comprehensive Forest Plan
- Montesano Comprehensive Water Plan
- Montesano Comprehensive Sewer Plan
- Montesano Comprehensive Storm water Plan
- Montesano Comprehensive Parks and Recreation Plan

These plans are the basis from which projections of needs and priorities are combined with growth projections to provide direction to Elected Officials and staff. Planning is critical to the City of Montesano in order to insure Capital Projects are not reactions to specific events that may occur but rather well thought deliberate expenditures that result in maximum benefit for the citizens of Montesano.

Future Needs Identified:

- A Senior Citizen venue with identified funding resources to provide stability, as that segment of the population continues to increase in numbers.
- A progressive effort to develop the business and commercial district to provide a more stable tax base that can assist in “required” and “needed” improvement projects.
- Level of Service Standards necessary to guide City staff and Elected Officials.
- Long range parking plan for Business Core.
- Future needs for a Public Works Department facility.
- Possible combination of Police and Fire Departments.
- Recommendation to undertake comprehensive survey of existing and projected facilities by staff or consultant. Assess conditions, establish programs and develop cost estimates for each facility.

RESOLUTION NO. 783

A RESOLUTION ADOPTING A COMPREHENSIVE PLAN
PURSUANT TO THE PROVISIONS OF RCW
35A.63.072.

R E C I T A L S:

1. Pursuant to the authority granted in RCW 35A.63, the City has exercised its authority in relation to planning matters.

2. The City determined it appropriate to undertake a review and update of the Comprehensive Plan currently in place as part of the review of the Zoning Code.

3. As part of that process, the Council referred the matter to the Planning Commission for the consideration of the various elements of the Plan. The Commission has conducted an extended review of the factors set forth in RCW 35A.63.060 and RCW 35A.63.061 and carried forth no less than one public hearing as required by applicable law. Upon completion of its hearing and its consideration, the Commission has forwarded formally to the City Council and Mayor a proposed Comprehensive Plan, as required by RCW 35A.63.071.

4. Pursuant to the requirements of RCW 35A.63.072, the Council has undertaken a review of the draft plan. It has considered all information received in relation to the Plan and

has determined it appropriate to move forward with adoption of the plan.

NOW, THEREFORE, BE IT RESOLVED AS FOLLOWS BY THE CITY COUNCIL OF THE CITY OF MONTESANO, THE MAYOR SIGNING IN AUTHENTICATION THEREOF:

SECTION I: The Council makes the following findings:

A. The Plan, as now under consideration, complies with the requirements of RCW 35A.63.

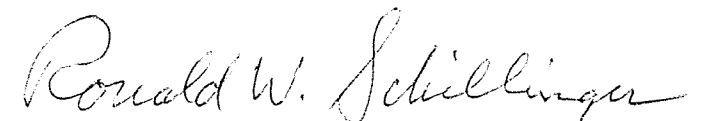
B. The Plan meets the present anticipated planning needs of the City.

C. The adoption of the Plan is an appropriate and necessary exercise of the planning authority of the City.

SECTION II: That certain plan, a copy of which shall be signed by the Mayor, shall be and is hereby adopted as the Comprehensive Plan of the City for the purposes of and subject to the limitations set forth in RCW 35A.63. A copy of the Plan shall be maintained on file in the Office of the Clerk-controller as provided by RCW 35A.63.072.

PASSED THIS 27th DAY OF May, 2008, by the City Council of the City of Montesano, and signed in authentication thereof this 27th day of May, 2008.

CITY OF MONTESANO:


RONALD SCHILLINGER, Mayor