

# 2025 Comprehensive Plan

Town of Pe Ell, Washington

June 2025

Adopted by the Pe Ell Town Council as Ordinance \_\_\_\_\_

June \_\_\_\_\_ 2025

*Draft version 1, created June 2024*

*Prepared pursuant to the requirements of the Washington State  
Growth Management Act and other applicable State code.*

Prepared by

Stoney Beach Consulting, LLC

63 SW 10<sup>th</sup> St

Chehalis, Washington 98532

360.219.5720

Topics for discussion with Council/staff/Town Engineer

Topics for discussion with Town Attorney

## TABLE OF CONTENTS

Chapter One: Introduction.....	6
Section 1.1 Statutory state guidelines.....	6
Section 1.2 Mandatory and recommended elements and principles of local plans .....	8
Section 1.3 Public Participation Component .....	10
Section 1.4 Location .....	11
Section 1.5 Note on Areas of Geographic Analysis .....	11
Section 1.5 Purpose of the Comprehensive Plan .....	11
Chapter Two: Population and Household Characteristics.....	11
Section 2.1 Urban Area Context.....	12
Section 2.2 Local Population Trends .....	12
Section 2.3 Population Projections .....	13
Section 2.4 Age Characteristics.....	13
Section 2.5 Sex and Race .....	14
Section 2.6 Education.....	14
Section 2.7 Income and Poverty .....	14
Chapter Three: Housing Element .....	15
Section 3.1 Summary of Countywide Housing Policies.....	15
Section 3.2 Overview of Housing Problems .....	16
Section 3.3 Housing Analysis .....	16
Section 3.4 Types of Housing Units .....	19
Section 3.5 Occupancy.....	19
Section 3.6 Value and Affordability .....	19
Section 3.7 Age and conditions.....	19
Section 3.8 Barriers to Homeownership .....	20
Section 3.9 Existing Housing Programs .....	20
Section 3.10 Local Housing Strategies and Objectives .....	21
Chapter Four: Land Use Element .....	22
Section 6.1 State Goals and Countywide Planning Policies .....	22
Section 6.2 Existing Town Design.....	23
Section 6.3 Existing Land Use.....	24
Section 6.4 Environmental .....	25
Section 6.5 Land Acreage Summary by zone .....	30

Draft version1, June 2024

Section 6.6 Analysis of Existing Residential Densities .....	31
Section 6.7 Land Use Problems and Issues .....	31
Section 6.7 Future Land Use.....	34
Section 6.8 Essential Public Facilities .....	39
Section 6.8.1 Local Definition of Essential Public Facilities .....	40
Section 6.8.2 Process for Identifying Essential Public Facilities .....	40
Section 6.8.3 Process and Criteria for Siting Essential Public Facilities .....	41
Chapter Five: Economic Development Element .....	42
Section 5.1 Goal and Policy Framework .....	42
Section 5.2 Labor Force .....	42
Chapter Six: Climate Change and Resiliency .....	43
Chapter Seven: Transportation .....	43
Section 7.1 Regional and Countywide Transportation Policies.....	44
Section 7.2 Land Use Assumptions and Travel Estimates Forecasts .....	44
Section 7.3 Transportation Facility Inventories .....	46
Section 7.4 Transportation Deficiencies and Proposed Improvements.....	50
Section 7.5 Transportation Policies and Objectives .....	52
Chapter Eight: Utilities, Public Facilities and Services Element.....	53
Section 8.1 Countywide Planning Policies.....	53
Section 8.2 Summary of Community Needs .....	54
Section 8.3 Police Services .....	55
Section 8.4 Fire Protection and Emergency Services.....	55
Section 8.5 Education.....	56
Section 8.6 General Government.....	56
Section 8.7 Health and Hospitals .....	56
Section 8.8 Solid Waste Collection and Disposal.....	57
Section 8.9 Parks and Recreation .....	57
Section 8.10 Utilities.....	57
Section 8.11 Water Supply, Treatment, and Distribution .....	58
Section 8.12 Sanitary Sewer Collection and Treatment .....	59
Section 8.13 Community Facilities and Services Objectives.....	59
Chapter Nine: Capital Facilities Plan .....	61
Section 9.1 Reasons for Preparing a Capital Facilities Plan (CFP) .....	61

Draft version1, June 2024

Section 9.2 REasons for Providing an Implementation Component..... 62

Section 9.3 Implementation Measures..... 62

Section 9.4 Capital Facilities Plan..... 62

Appendix ..... 62

Public Participation Plan for Pe Ell 2025 Comprehensive Plan and Zoning Updates ..... 62

2022 Lewis County Housing Initiative, Parts A and B ..... 63

Memorandum of Agreement with Chehalis Tribe for updating the Comprehensive Plan ..... 63

Lewis Countywide Planning Policies ..... 63

DRAFT

## Listing of Tables

Table 1.1	Summary of Statutory Goals and Local Planning Requirements with references to Pe Ell's plan	Page	
Table 1.2	Summary of Mandatory Comprehensive Plan Elements Washington Growth Management Act (GMA)		
Table 2.2	Total Population and Percent Change 2000 to 2020 Pe Ell and Lewis County		
Table 2.3	Population Projections 2020 to 2045 Town of Pe Ell and Lewis County		
Table 2.4	2020 Population by Age Group Pe Ell and Lewis County		
Table 2.7	2022 INCOME STATISTICS PE ELL AND LEWIS COUNTY		
Table 3.3.1	Town of Pe Ell Units Per Zone		
Table 3.3.2	2022 Current and Projected Housing Town of Pe Ell		
Table 3.3.3	Current and Projected Housing Allocations by Zoning Classifications		
Table 6.5	Land Acreage Summary by Zone Town of Pe Ell		

## CHAPTER ONE: INTRODUCTION

This document represents the comprehensive plan for the Town of Pe Ell Washington. It was prepared in accordance with the requirements of the State of Washington Growth Management Act (GMA). The Town initially adopted a comprehensive plan in 1997. It was subsequently reviewed and updated in 2005. This process includes four steps.

- 1) Public participation.
- 2) Review of plans and regulations.
- 3) Land use and housing analysis.
- 4) Adoption by resolution or ordinances.

This comprehensive plan is designed to satisfy statutory requirements. The plan draws on the 2005 plan while also responding to GMA amendments and other applicable State regulations. Housing and permit processing regulations have been either expanded or created to address the unprecedented population growth being experienced by the State of Washington in the previous five years.

This chapter provides a summary of the GMA requirements and how/where they are addressed in the plan. It also provides relevant background information on the plan overall.

---

### SECTION 1.1 STATURORY STATE GUIDELINES

The Growth Management Act as established in 36.70A RCW specifies fifteen goals to guide development and adoption of local comprehensive plans and development regulations. These goals are summarized in Table 1.1.

Most of the goals are directly addressed by planning elements in the plan. For instance, affordable housing goals are addressed in Chapter 3, Housing Element. Two of the State goals, property rights and permits, are applicable primarily to development regulations, although the land use element (Chapter 4) is relevant to implementation of these goals.

**TABLE 1.1**  
**SUMMARY OF STATURORY GOALS AND LOCAL PLANNING REQUIREMENTS**  
**WASHINGTON GROWTH MANAGEMENT ACT (GMA)**  
**WITH REFERENCES TO PEELL'S PLAN**

<b>Goal Number and Title</b>	<b>Statutory Goal</b>	<b>Location in Pe Ell's Comp Plan</b>
1) Urban Growth	Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.	Chapter Four

Draft version1, June 2024

2) Reduce Sprawl	Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.	Chapter Four
3) Transportation	Encourage efficient multimodal transportation systems that will reduce greenhouse gas emissions and per capita vehicle miles traveled and are based on regional priorities and coordinated with county and city comprehensive plans.	Chapter Eight
4) Housing	Plan for and accommodate housing affordable to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock	Chapter Three
5) Economic Development	Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.	Chapter Five
6) Property Rights	Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.	Chapter Four
7) Permits	Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.	Chapter Four
8) Natural Resources Industries	Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forestlands and productive agricultural lands and discourage incompatible uses.	Chapter Four
9) Open Space and Recreation	Retain open space and green space, enhance recreational opportunities, enhance fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.	Chapter Four, Chapter Ten
10) Environment	Protect and enhance the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.	Chapter Four

Draft version1, June 2024

11) Citizen Participation	Encourage the involvement of citizens in the planning process, including the participation of vulnerable populations and overburdened communities, and ensure coordination between communities and jurisdictions to reconcile conflicts.	Chapter One
12) Public Facilities and Services	Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.	Chapter Eight, Chapter Nine, Chapter Ten
13) Historic Preservation	Identify and encourage the preservation of lands, sites, and structures, which have historical or archaeological significance.	Chapter Two, Chapter Five
14) Climate Change and Resiliency	Ensure that comprehensive plans, development regulations, and regional policies, plans, and strategies under RCW 36.70A.210 and chapter 47.80 RCW adapt to and mitigate the effects of a changing climate; support reductions in greenhouse gas emissions and per capita vehicle miles traveled; prepare for climate impact scenarios; foster resiliency to climate impacts and natural hazards; protect and enhance environmental, economic, and human health and safety; and advance environmental justice.	Chapter Seven
15) Shorelines of the State	For shorelines of the state, the goals and policies of the shoreline management act as set forth in RCW 90.58.020 shall be considered an element of the county's or city's comprehensive plan.	Chapter Four

---

**SECTION 1.2 MANDATORY AND RECOMMENDED ELEMENTS AND PRINCIPLES OF LOCAL PLANS**

In addition to the statewide goals, GMA specifies certain minimum components for local comprehensive plans. Table 1.2 provides a summary of the administrative regulations relative to local comprehensive plans.

While the administrative rules specify nine mandatory elements, there are several other elements to include. Mandatory requirements that are not formally called ‘elements’ include public participation, tribal participation, amendment procedures, an urban growth designation, and adherence to county wide planning policies.

Draft version1, June 2024



**TABLE 1.2**  
**SUMMARY OF MANDATORY COMPREHENSIVE PLAN ELEMENTS**  
**WASHINGTON GROWTH MANAGEMENT ACT (GMA)**

<b>Required Element</b>	<b>Description of Mandatory Provisions</b>
1) Land Use Element	A land use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces and green spaces, urban and community forests within the urban growth area, general aviation airports, public utilities, public facilities, and other land uses. The land use element shall include population densities, building intensities, and estimates of future population growth. The land use element shall provide for protection of the quality and quantity of groundwater used for public water supplies. The land use element must give special consideration to achieving environmental justice in its goals and policies, including efforts to avoid creating or worsening environmental health disparities.
2) Housing Element	A housing element shall ensure the vitality and character of established residential neighborhoods by analyzing existing and projected housing needs.
3) Capital Facilities Plan	A capital facilities plan shall consist of an inventory of existing capital facilities owned by public entities, proposed expansions, and a capital facility plan that clearly identifies the funding source.
4) Utilities Element	A utilities element shall consist of the general location, proposed location, and capacity of all existing and proposed utilities including but not limited to, electrical, telecommunications, and natural gas systems.
5) Rural Element	The rural element is a requirement of counties and as such does not apply to cities and towns.
6) Transportation	The transportation must be consistent and concurrent with the land use element.
7) Economic Development	The economic development element shall establish goals, policies, objectives, and provisions for economic growth, vitality, and a high quality of life.
8) Park and Recreation	The parks and recreation element shall include estimates of park and recreation demand for at least a ten-year period, an evaluation of existing facilities and services, an evaluation of tree canopy coverage within the urban growth area, and an evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand.
9) Climate Change and Resiliency	The climate change and resiliency element shall address how the community will reduce greenhouse gases.

Draft version1, June 2024

---

## SECTION 1.3 PUBLIC PARTICIPATION COMPONENT

As indicated in the Growth Management Act, early and continuous participation in the comprehensive planning process is required. Pe Ell's public participation strategy was adopted by Resolution #272 on December 5, 2023. This Public Participation Plan is included with this document in the Appendix.

### **Electronic Communications**

Electronic communication with the public occurs using the Town's own website to disseminate information. Links to the website are provided on the Facebook page, Town of Pe Ell 2025 Comprehensive Plan and Zoning Updates.

### **Notice of Meetings**

To provide notice of all meetings, the Town posted a written notice on its official notice board or in a conspicuous location. The Town's advertising policy for public hearings includes notification in a newspaper of general circulation in the Town. Such notices were provided at least fourteen (14) days prior to the meeting and indicated the date, time, and location of the meeting.

### **Communication with the Chehalis Tribe**

As per 36.70A.040 local governments shall engage the appropriate local tribes during the updates to the comprehensive plan. For the Town of Pe Ell that tribe is the Chehalis Tribe. The Tribe has been given the opportunity to review and comment on the draft document prior to any decisions by the Town Council. This process is undertaken with a mutually agreeable Memorandum of Agreement.

The Town also worked with the Tribe and Lewis County to ensure transparency and input for planning in the UGA.

### **Final Public Hearing, Comment Period**

Upon preparation of the final draft of the comprehensive plan, the Town scheduled a public meeting to solicit comments, concerns, and questions from the citizens and interested parties. The Town kept a written record of all specific revisions suggested for the plan. A written comment period was provided of no less than fourteen (14) days. The consulting planner and Town Council considered all recommendations when preparing and adopting the final plan.

### **Update to Comprehensive Plan**

As part of the update process for the 2025 Comprehensive Plan, two (2) public meetings were held prior to the Town Council meetings. These informal meetings provided the public with an opportunity to ask questions of the consulting planner and discuss any concerns. These concerns were then relayed to the Council at the meeting. In May 2025, the Town Council held a public hearing to take public comment on

Draft version1, June 2024

the proposed comprehensive plan. The decision to adopt the plan was made in June 2025 pending final approval by the Washington Department of Commerce.

---

#### SECTION 1.4 LOCATION

The Town of Pe Ell is in southwest Washington and in western Lewis County. It is approximately 23 miles west of Interstate 5 and is accessed primarily by State Highway 6. The Chehalis River runs through Pe Ell.

---

#### SECTION 1.5 NOTE ON AREAS OF GEOGRAPHIC ANALYSIS

This plan presents and analyzes a variety of data at different units of geographic analysis. At the smallest level is data for the Town itself. Some of the land use data are presented at a slightly larger area than the Town limits, known commonly as the Pe Ell Urban Growth Area (UGA). Some statistical information is presented at the county and state levels.

---

#### SECTION 1.5 PURPOSE OF THE COMPREHENSIVE PLAN

A comprehensive plan, known by other names such as ‘general’ plan, ‘development’ plan, ‘master’ plan, ‘policy’ plan, and ‘growth management’ plan, has several characteristics. It is a written plan to guide the physical development of the community by describing how, why, when, and where to build or preserve the community. The plan also reflects the long-range visions for the community in a way that is realistic to social, economic, and political constraints. The plan is also considered comprehensive because it covers the entire town area, addressing all the functions that make a community work by considering the interrelationship of those functions.

A comprehensive plan is a statement of policy. The purpose of the plan is to guide the local elected officials when making decisions for new development and changing conditions. Plan policies and information provide the essential background perspective for decision making with respect to land use regulations, public investments, and capital improvement programs. Policies also provide guidance to business owners, investors, and developers regarding the future direction and intensity of growth. The plan is based on the prospect that if the community knows where it wants to grow and what it wants to be in the future, it possesses much better prospects of getting there.

The comprehensive plan is a continuous process. No single document can pose solutions to all community problems. The plan must therefore be a flexible document. It is a dynamic document that can be updated and changed annually to accommodate shifting resources and changes within the community and state.

### CHAPTER TWO: POPULATION AND HOUSEHOLD CHARACTERISTICS

This chapter is devoted to an inventory and analysis of past and present population and household characteristics. An understanding of population growth and general characteristics is an important first

Draft version1, June 2024

step in completing a comprehensive plan. Analyzing where the people are, in what numbers and compositions, and what rates they are expected to increase or decrease helps to determine the location and need for public facilities, capital improvements housing and employment opportunities. Population trends are usually influenced by growth and economic conditions in surrounding areas. It is, therefore, appropriate to place the town with the context of larger development patterns.

## SECTION 2.1 URBAN AREA CONTEXT

Table 2.1 indicates Pe Ell’s relationship to surrounding urban areas. Though Pe Ell is a small town and relatively isolated in a rural environment, removed from urban and suburban population centers, it is strategically located approximately equidistant between two major metropolitan centers, Seattle and Portland. Both are within a two-hour drive. Pe Ell is also located within a one-hour drive of other urbanized areas, Olympia, the State capital, to the north and Longview to the south. In fact, PE Ell is located only about 20 miles by local roads to the southern border of Thurston County, which is now the southern boundary of the Seattle-Tacoma Consolidated Metropolitan Statistical Area (Seattle-Tacoma CMSA).

While at first blush it may seem pointless to place Pe Ell within the context of distant urban centers, the urban context provides an important perspective for the town’s future. Several trends now under way make Pe Ell closer to urban areas than initially appears. With crime rising in metropolitan areas, many people are ‘fleeing’ urban areas for a smaller town environment. Homelessness has also created a major impact on the desirability of living along the Interstate 5 corridor. Third, many people are tolerating longer commutes to live in a rural area while commuting to urban areas for work and commodities. And finally, as we learned during the COVID outbreak of 2020, due to improvements in internet services, many people are now able to work from home, providing for a better work life balance.

## SECTION 2.2 LOCAL POPULATION TRENDS

Table 2.2 provides total population and percent change figures for Pe Ell and Lewis County for 1990 to 2020. According to the Washington Office of Financial Management (OFM), Pe Ell’s population has shown continued growth.

**TABLE 2.2**  
**TOTAL POPULATION AND PERCENT CHANGE**  
**2000 TO 2020**  
**PE ELL AND LEWIS COUNTY**

Area	2000	2010	2020	Change from 2000 to 2010	Change from 2010 to 2020
Lewis County	68600	75455	82149	9.99%	8.80%

Draft version1, June 2024

Town of Pe Ell	688	632	642	-8.13%	1.50%
----------------	-----	-----	-----	--------	-------

Source: US Census and Washington Office of Financial Management

In recent years cities and towns within the State have experienced rapid growth from new arrivals. Lewis County has had a steady growth rate over the past twenty years. Pe Ell showed a dip in population in the early 2000’s but has since begun to show a modest resurgence in population.

---

### SECTION 2.3 POPULATION PROJECTIONS

In 2023, the Lewis County Board of County Commissioners adopted population projections for the County and each city and town based on forecasting data from OFM. OFM projected a 2045 county population with low, medium, and high scenarios. The final population projections adopted by the Lewis County Board of County Commissioners were determined by using the base data provided by OFM and then working with the cities and towns through the Lewis County Planned Growth Committee.

**TABLE 2.3  
POPULATION PROJECTIONS 2020 TO 2045  
TOWN OF PE ELL AND LEWIS COUNTY**

Area	2022 Total Population	2045 Population Projections	20 Year Population Increase	20 Year Growth Rate
Lewis County	83466	104951	21505	25.77%
Pe Ell	658	680	22	3.30%

Source: Lewis County Board of County Commissioners, adopted April 2023

Ideally the population of a community is projected by age and by separate analysis of natural increase (births minus deaths) and inward migration statistics. However, because Pe Ell is a small town, vital statistics are generally unavailable. Detailed migration statistics are lacking as well. It is difficult to provide a statistical justification for the town’s population projects for these reasons. However, given that the town’s 2045 estimate and county projections are from OFM, these projections are viewed as realistic and are the official population projections for the town.

---

### SECTION 2.4 AGE CHARACTERISTICS

Table 2.4 provides a classification of Pe Ell’s 2022 population by age group, along with comparable figures for Lewis County. Because of COVID, the 2020 US Census was not completed and released until 2022. Some of the national data was changed to reflect this and provide the most current and up to date information.

**Table 2.4**  
**2020 POPULATION BY AGE GROUP**  
**PE ELL AND LEWIS COUNTY**

	Lewis County	Pe Ell
Under 5	4721	44
5 to 9 years	4805	9
10 to 14 years	5177	7
15 to 19 years	4901	59
20 to 24 years	4327	50
25 to 29 years	4879	21
30 to 34 years	5105	32
35 to 39 years	5346	52
40 to 44 years	4474	9
45 to 49 years	4602	22
50 to 54 years	4971	29
55 to 59 years	5575	39
60 to 64 years	6443	20
65 to 69 years	5719	54
70 to 74 years	4789	33
75 to 79 years	3135	16
80 to 84 years	1878	2
85 and over	1816	15

SOURCE: US CENSUS 2022 TABLE SO101

---

#### SECTION 2.5 SEX AND RACE

In 2022, Pe Ell consisted of 44.4% females and 55.6% males. With a population of 642 in 2022, 83.3% are white, 2.5% Native American, and 2.9% other races.

---

#### SECTION 2.6 EDUCATION

As of 2022, the educational background of Pe Ell residents is as follows:

- Bachelor’s or Higher: 9.9%
- Associated degree: 14.5%
- Some college but no degree: 33.7%
- High school diploma or equivalent: 30.5%

Of the students residing in Pe Ell, 73.5% of them were attending the local school district, Pe Ell School District #301. The remaining 26.5% of enrolled students were attending college.

---

#### SECTION 2.7 INCOME AND POVERTY

Table 2.7 provides a comparison of income characteristics between Pe Ell’s residents and Lewis County’s residents in 2020. As can be seen in this chart, Pe Ell falls behind the County median income but is almost identical when comparing the median income for just single households.

Pe Ell also shows a higher poverty rate than the County. The poverty threshold for a single household in 2022 is \$15,060 and \$25,820 for a family of three. The average household in Pe Ell for 2022 was 3.26 persons.

**TABLE 2.7**  
**2022 INCOME STATISTICS**  
**PE ELL AND LEWIS COUNTY**

	Median Income	Families	Married Couples	Single	At or below poverty level	<18 years	18 to 64 years	> 65 years
Lewis County	\$69,067	\$83,832	\$93,522	\$41,995	10.40%	9.60%	11.20%	9.20%
Pe Ell	\$58,281	\$78,438	\$78,125	\$41,563	15.00%	15.60%	17.60%	8.30%

### CHAPTER THREE: HOUSING ELEMENT

This chapter provides an inventory and analysis of existing and projected housing needs for the Town of Pe Ell. In recent years, the availability of housing has diminished to such an extent statewide that the state has amended the housing element section of all comprehensive plans to reflect a more precise count of housing and housing availability. The state has also implemented the requirement to analyze code and remove all discriminatory barriers.

Pe Ell and Lewis County are not immune to the impacts of housing on the local population. The Board of County Commissioners adopted a Housing Initiative in 2022. This element relies heavily on this initiative as a framework in discussing need.

---

#### SECTION 3.1 SUMMARY OF COUNTYWIDE HOUSING POLICIES

Consistent with the state’s housing goal, Lewis County has adopted an overall housing goal to ‘encourage the availability of affordable housing to all economic segments of the population, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.’”

Policies listed under this housing goal include: public/private partnerships should be encouraged to build affordable housing to meet the housing needs of people with low and moderate incomes and special needs populations; the Comprehensive Plan and development regulations should include innovative land use management and construction techniques to promote affordable housing; the existing affordable housing stock should be maintained where economically viable and efforts to rehabilitate older and substandard housing, which are otherwise consistent with the Comprehensive Plan policies, should be encouraged.

Draft version1, June 2024

NOTE: Lewis County is currently updating the comprehensive plan and these goals and policies will have to be updated later.

---

## SECTION 3.2 OVERVIEW OF HOUSING PROBLEMS

The 2022 Lewis County Housing Initiative identified housing as the second of the five priorities for the county. The first priority of the county is ‘the availability and affordability of housing in the rural and urban areas of the county’.

Data provided by the county shows:

- Single family house prices:
  - 2012-\$150,000
  - 2021-\$350,000
- 2012 to 2021 shows a 69% decrease in the supply of housing for sale.
- 48% of renters pay more than 30% of their income on housing.
- 24% of renters pay more than 50% of their income on housing.

---

## SECTION 3.3 HOUSING ANALYSIS

Beginning in 2024, the state requires that local communities show that they can accommodate all income types within their communities. The income brackets identified by the state are nonpermanent supportive housing, permanent supportive housing (0 to 30% of the county median income), 30% to 50%, 50% to 80%, 80% to 100%, 100% to 120%, and greater than 120%. All these brackets are to be calculated on the county’s median income of \$69,067.

To demonstrate that Pe Ell has sufficient capacity for future development to meet all these needs, a complete analysis is required. This begins with determining zoning densities and total acreage for each of these residential zones. It is important to note that none of these calculations include the Urban Growth Area (UGA). As this area is still located in unincorporated county, Lewis County will be counting those housing estimates in their housing projections.

To provide for a more accurate projection of need the following factors were considered during the analysis.

- Infrastructure is not included in land use calculations.
- Land owned by the federal, state, and local government are zoned Public Community and are not included in other zoning classifications.
- Land within the critical areas is included in the land use calculations. Gross acreage is used to determine density. This is done because, while critical areas will impact development, they do not preclude development. Gross land is used to determine density, but development must occur compliant with any conditions determined during the time of development.

Draft version1, June 2024



- The Urban Growth Area (UGA) is 12.64 acres and is not included in the calculations as the entire area is zoned R1-5, with a minimum lot size of 5,000 sq ft and a maximum density of 8 units per acre. Since Lewis County will be calculating the housing allocation for the UGA it has been removed.

**Table 3.3.1  
Town of Pe Ell  
Units Per Zone**

	<b>Totals by acreage</b>	<b>Units per zone</b>
<b>*Residential R1-5 =</b>	<b>113.00</b>	<b>984.48</b>
<b>**Residential R1-10=</b>	<b>62.81</b>	<b>273.61</b>
<b>***Residential R1-15=</b>	<b>57.88</b>	<b>252.12</b>
<b>Total Residential=</b>	<b>233.69</b>	<b>1510.21</b>

\*Residential R1-5, minimum lot size 5,000 sq ft, 8 units per acre. Calculation for Units per zone=  $(43560/5000)*125.64$

\*\*Residential R1-10, minimum lot size 10,000 sq ft, 4 units per acre. Calculation for Units per zone=  $(43560/10000)*62.81$

\*\*\*Residential R1-15, minimum lot size 15,000 sq ft. 4 units per acre. Calculation for Units per acre=  $(43560/10000)*57.88$

The Washington Office of Financial Management determined, based upon the 2020 US Census, that Pe Ell has 284 total housing units. Housing units available based upon the income brackets were then distributed from 284.

In 2022, Lewis County, working through the Lewis County Planned Growth Committee (LCPGC) determined the projected population for jurisdictions and from that, the amount of housing required to support the projected population numbers. Comprised of representatives from each of the incorporated jurisdictions within the county, it was determined that Pe Ell will need an additional ten units to support future growth. These numbers were then adopted by the Lewis County Board of County Commissioners based upon positive recommendations from the LCPGC and the Lewis County Planning Commission.

**Table 3.3.2  
2022 Current and Projected Housing  
Town of Pe Ell**

0-30%	0 3 11
-------	--------

Draft version1, June 2024

	Total	Non-PSH	PSH	>30%- 50%	>50%- 80%	>80%- 100%	>100%- 120%	>120%	
Estimated Housing Supply (2020)	284	6	0	90	157	9	6	16	0
Allocation Method C (2020-2045)	10	2	1	2	1	1	1	3	1
									Current residential land use capacity= 1510
									Bulk total housing needed by 2045= 296
									<b>Bulk Surplus Housing Capacity 1214</b>

The units per zone were then applied to the housing allocation by income. Allocation and income dictate the type of housing typically used. For example, wage earners with over 120% of the County’s median income typically seek single family housing on larger lots. Conversely, households with wage earnings at 30% to 50% typically utilize multifamily housing which is developed at a higher density.

Calculations combine current with projected to determine land capacity analysis. This method allows for property owners to change property lines and thereby change available buildable lands as they deem necessary, so long as it complies with the underlying zoning.

**Table 3.3.3  
Current and Projected Housing Allocations  
by Zoning Classifications**

<b>R1-15</b>	252.12
>120%	19
>100%-120%	7
<b>Surplus capacity</b>	<b>226.12</b>
<b>R1-10</b>	273.61
>80%-100%	10
>50%-80%	158
<b>Surplus capacity</b>	<b>105.61</b>

Draft version1, June 2024

As can be seen in this analysis, land to meet the current and growth.

<b>R1-5</b>	984.48
>30%-50%	92
PSH	1
Non-PSH	8
Emergency Housing	1
<b>Surplus capacity</b>	<b>882.48</b>

Pe Ell currently has sufficient projected needs for population

---

### SECTION 3.4 TYPES OF HOUSING UNITS

Of the 284 housing units found in the Town of Pe Ell, 164 units are single family homes. Since 57.7% of all housing types are single family homes, 42.3% consist of multifamily homes.

<b>Single Family</b>	<b>164</b>
<b>No bedrooms</b>	<b>0</b>
<b>1 Bedroom</b>	<b>8</b>
<b>2 or 3 bedrooms</b>	<b>199</b>
<b>4 or more bedrooms</b>	<b>16</b>
<b>Mobile homes or other</b>	<b>48</b>

Table 3.4 Types of Housing Units Pe Ell

---

### SECTION 3.5 OCCUPANCY

Pe Ell has occupancy numbers very similar to the overall occupancy found in Lewis County. According to the 2020 Census there were no vacant homes for sale in 2020 and only a 13% vacancy rate for rentals.

Ownership of homes is 76.7% of all homes compared to 77.1% in the unincorporated county.

---

### SECTION 3.6 VALUE AND AFFORDABILITY

As per the 2020 Census, 32% of the home values in Pe Ell are between \$100,000 and \$149,000.

Median rent in Pe Ell in 2020 was \$711 compared to \$999 in Lewis County.

This makes Pe Ell one of the more affordable places to own and rent housing in Lewis County.

---

### SECTION 3.7 AGE AND CONDITIONS

<b>Year built</b>	
<b>2020 or later</b>	<b>0</b>
<b>2010 to 2019</b>	<b>3</b>
<b>2000 to 2009</b>	<b>14</b>

The age of homes reflects a community’s ability to stand the test of time. It also reflects vulnerability in housing stock. While the majority of housing in Pe Ell is in fair to good condition, older homes can be at risk of blight. Knowledge of this data will be used to inform regulations moving forward. Another positive note to make at this time is that with the significant number of older homes in Pe Ell, there is a substantial potential for residential historic preservation.

<b>1980 to 1999</b>	<b>56</b>
<b>1960 to 1979</b>	<b>43</b>
<b>1940 to 1959</b>	<b>17</b>
<b>1939 or earlier</b>	<b>90</b>

**Table 3.7 Age of Homes Town of Pe Ell**

Older homes do not meet the state’s more stringent energy efficiency standards as well as other newer regulations like floodplain regulations and accessibility requirements. This means that the populations residing within these structures face higher heating costs, possible higher risk of flooding, and are much less likely to accommodate aging in place.

---

**SECTION 3.8 BARRIERS TO HOMEOWNERSHIP**

Since the onset of COVID, many workers have found that remote working is a viable option, giving them the work/life balance they seek. In fact, 7.7% of Pe Ell’s population works from home according to the 2020 US Census. While this is great for workers, it presents a problem for communities.

This has become one of the main reasons for home shortages across the state. Home prices are skyrocketing with many homes selling within the first few days on the market and selling for higher than the asking price.

This puts homeownership out of reach for many working families. Hardest hit however in this changing market are the black, indigenous, and people of color (BIOPC) in Washington. The US Census shows that only 49% of blacks are homeowners in Washington compared to 68% of whites.

In fact, the Urban Institute in a 2019 document titled ‘Explaining the Black White Homeownership Gap’ found that the gap between black and white homeownership is worse today than it was in 1960, when racial discrimination in housing was legal.

It is important as Pe Ell moves into the future that opportunities to participate with state, county, and other local governments and agencies to address this disparity. It is also important that community leaders are aware of this issue and ensure that codes and policies adopted by the town are created in such a way that they do not create new barriers to homeownership by the BIOPC community.

---

**SECTION 3.9 EXISTING HOUSING PROGRAMS**

Draft version1, June 2024

The Community Action Council of Lewis/Mason/Thurston County does provide some assistance with the weatherization of older homes. And in some instances, the Federal Emergency Management Agency along with property owners' insurance company can aid meeting update flood regulations, there simply are not enough resources in Lewis County to address all the need.

---

## SECTION 3.10 LOCAL HOUSING STRATEGIES AND OBJECTIVES

### ***PE ELL'S HOUSING POLICIES AND OBJECTIVES***

**POLICY 1:** Pe Ell supports the formation of a countywide Housing Authority with authority to operate in the town. Given the town's resources, Lewis County should seek a countywide funding source for operation of the authority, as opposed to contributions from the town's general fund.

**POLICY 2:** Pe Ell supports and encourages the construction of new affordable housing in town to serve the existing and anticipated needs of extremely low- and low-income households. The provision of affordable housing could be by the Lewis County Housing Authority (upon creation), by the Lewis/Mason/Thurston County Community Action Council, by another non-profit housing development organization, or by any other means.

**OBJECTIVE 2 A:** Provide, during the planning horizon, 35 new rental units for extremely low and very low-income households and 35 homeowner "starter" homes for extremely low and very low owner households. Given the immediate (2000) need for 23 "affordable" units for renters and 23 for owner households, approximately three quarters of these units should be constructed in the short-term (by the year 2010).

**POLICY 3:** Pe Ell recognizes the important role that manufactured homes play in providing affordable housing to the town's existing and future lower income residents. The town will, therefore, not unduly restrict the siting of manufactured homes, although certain siting and setup standards may be adopted or maintained and enforced to ensure compatibility with adjacent site-built single-family homes.

**POLICY 4:** Pe Ell recognizes the need for personal care and other elderly residential living arrangements. The town encourages the private or public development of a small (12-24 person) personal care or nursing home to provide for the anticipated elderly housing and care needs in Pe Ell. It is also recognized that smaller personal care homes in existing detached single-family residences will be needed to respond to elderly housing and care needs.

Draft version1, June 2024

POLICY 5: The Town of Pe Ell supports the implementation of a housing rehabilitation program at the earliest date possible, by the proposed county housing authority, by a housing development organization, or by other appropriate means.

OBJECTIVE 5A: Strive to substantially rehabilitate two "substandard" homes and repair/rehabilitate five "marginal" homes annually over the next twelve years.

## CHAPTER FOUR: LAND USE ELEMENT

This chapter provides: an analysis of existing land uses; a description of assumptions and key outcomes of the land use plan design process; a description of the future land use plan; and an identification of "essential public facilities" and a process for siting them. This chapter is intended to apply to both within the town limits and UGA, allowing for a seamless integration between the town and county. As with each of the preceding chapters (plan elements), this chapter begins with an identification of relevant state goals.

---

### SECTION 6.1 STATE GOALS AND COUNTYWIDE PLANNING POLICIES

The Growth Management Act specifies eight statewide goals that are relevant to this element in the plan (see also Table 1.1) They are:

- ❖ **Urban Growth.** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- ❖ **Reduce Sprawl.** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- ❖ **Property Rights.** Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
- ❖ **Permits.** Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.
- ❖ **Natural Resources Industries.** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forestlands and productive agricultural lands and discourage incompatible uses.

Draft version1, June 2024

- ❖ **Open Space and Recreation.** Retain open space and green space, enhance recreational opportunities, enhance fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
- ❖ **Environment.** Protect and enhance the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
- ❖ **Shorelines of the State.** For shorelines of the state, the goals and policies of the shoreline management act as set forth in RCW 90.58.020 shall be considered an element of the county's or city's comprehensive plan.

The countywide planning policies address these goals in greater detail. The land use policies are too numerous to reiterate in their entirety here. The countywide planning policy is included in the Appendix for reference.

---

## SECTION 6.2 EXISTING TOWN DESIGN

The design of right of ways, blocks and lots is a major determining factor in overall town design and the subsequent pattern of land use. Prior to discussion of existing land use, this section summarizes the physical patterns that have shaped the land use in Pe Ell.

The entire town limits are laid out in a traditional grid pattern. The original section of town, which is located east of the railroad right of way and north of Pe Ell Avenue, consists of sixty-four wide right of ways and blocks 250 feet by 250 feet. Exceptions to this general pattern of the original town section are that Pe Ell Avenue was laid out with an 80 foot right of way, and some blocks are diagonal since they are cut by the railroad right of way, which is now the rails to trails Willapa Hills Trail.

Most of the blocks in the central portion of town (west of the railroad, east of Third Street, and south of Pe Ell Avenue) are 250 feet by 275 feet bisected by 25-foot alleys. Most, if not all, of the central blocks were originally planned as 'boxcar' lots of about 25 feet by 100 feet, though these lots apparently proved too small and narrow for most subsequent development. In this central section of town, right of ways running north and south are called streets, and east-west right of ways are named avenues. All of these streets and avenues right of ways are 60 feet in width except in Pe Ell and Chehalis Avenue, which are 80 feet in width.

The other sections of town (west of Third Street; south of Pine Street, and north of Pe Ell Avenue) maintain a general grid pattern but the blocks are larger and more irregular. The southern section of town (south of Pine Street) does not conform to the street-naming logic of the original and central portions of town, as both north-south and east-west rights-of-way are called streets (rather than east-west roads being named "avenues"). The curve in the Ocean Beach Highway (SR 6) near the Pe Ell School is the only significant "curvilinear" exception to the general grid pattern of the town.

Draft version1, June 2024

The railroad right-of-way linear trail bisects the town in a southwest-northeast diagonal. This right-of-way resulted in several triangular shaped blocks. Stowe Creek, which runs along the railroad right-of-way and then cuts across the town south of the Ocean Beach Highway (SR 6) and empties into the Chehalis River, was not used as a property line; it therefore bisects rectangular blocks. The Chehalis River forms most of the town's western boundary.

---

## SECTION 6.3 EXISTING LAND USE

Early in 1995, The Benkendorf Associates Corporation conducted a detailed land use inventory of properties within and surrounding the Town of Pe Ell. Described below are the categories of land use employed in this inventory, along with a general description of the locations of various land uses. A summary of the acreages in each category appears in Table 6.1. at the end of this discussion. A parcel-specific existing land use map accompanies this document. While the existing land use table is updated to reflect the current land uses based on zoning, an analysis of vacant land has not been conducted as part of this process.

---

### SECTION 6.3.1 RESIDENTIAL

The majority of low-density residential development is located in two sections: north of the Pe Ell School between Second Street and Cedar Street; and in the southern portion of town along Vine Street and Olive Street. Other areas of low-density residential land use are located west of the Pe Ell school along Howard Street, at the end of Queen Avenue, and in the southwest corner of the town limits. These lots are primarily one acre or more, or alternatively, properties with at least one acre per dwelling unit.

In contrast to the low-density residential properties which look and feel much like rural properties, there are more urban density properties as well. Properties in this category consist of conventional, detached, site built and manufactured homes on lots of less than one acres. This is the predominant land use in Pe Ell; single family residence comprises a sizable portion of the town's land use. Single family residences are in most sections of town with tow exceptions; the southern portion which is dominated more by low density residential development; and the portion of town north of the Pe Ell School, where only a few residences classified int this category exist.

---

### SECTION 6.3.2 COMMERCIAL/INDUSTRIAL

Although this category is labeled as commercial and industrial land use, the existing land in this category is exclusively commercial. With one exception, all existing commercial land in P e E l l fronts on Main Street (SR 6, or Ocean Beach Highway) between the intersections of the highway with Chehalis Avenue and First Street. Commercial uses in Pe Ell include an automobile sales lot, a convenience store, grocery store, eating and drinking establishments and a few retail shops.

Draft version1, June 2024



---

### SECTION 6.3.3 PUBLIC/COMMUNITY

This land use category includes all properties used for government purposes and private institutional land uses such as churches and cemeteries. The largest property classified as public is the Pe Ell School, which is situated on a site of 19.28 acres. Other public and community uses include town hall, Pe Ell community park, a public works site, the town's water treatment plant, the health clinic, post office, three churches and two cemeteries. Public and community land use.

---

### SECTION 6.3.4 NATURAL AREAS

As the name of this category implies, land uses in this category include agricultural lands, forested tracts, active and idle pasture lands, and natural sites. All parcels in this category consist of one acre or more. They range in size from just over one acre to as much as 12.2 acres (due west of the Pe Ell school). There are six properties in this category that front on the Chehalis River, six properties located in the most southerly section of town, and seven properties located in the northern section of town between Second Street and Cedar Street.

---

### SECTION 6.4 ENVIRONMENTAL

This section provides an inventory and analysis of natural resources, environmental conditions and open space in the Pe Ell area. Washington state law and administrative rules require that cities and counties designate and regulate "critical areas" such as wetlands, flood areas, recharge zones and wildlife habitats, as well as identify open space corridors within and between urban growth areas. Optional provisions of the act and rules state that local governments should acquire especially sensitive lands and purchase development rights of critical areas where possible.

In 2005, the Town of Pe Ell adopted the Lewis County Critical Areas Ordinance. In 2018, the adopted the Lewis County Shoreline Area Master Plan.

The remainder of this section provides an inventory of the natural resources, environmental qualities and recreational and open space sites in the Pe Ell area and indicates how the comprehensive plan proposes to protect and enhance these resources.

---

### SECTION 6.4.5 SOILS ANALYSIS

A soil survey is one of the most useful tools in land use planning for protection of the environment and sensitive lands. This section identifies the soil types in the Pe Ell area and their characteristics for various uses. The Town of Pe Ell and immediate surrounding areas are comprised of four soil types, the first three of which make up the vast majority of the land area. This information was derived from the US Department of Agriculture, Soil Conservation Service, issued May 1987.

- **Doty silt loam** (# 84 in the soil survey). Almost the entire town east of the Ocean Beach Highway (SR 6) has this type of soil. This soil type is also predominant in the southern section of town west of the highway. This is very deep, well drained soil found on high stream and river terraces with

Draft version1, June 2024

0-3 percent slopes. Most of these areas in Lewis County are used for hay, pasture and field crops, while some areas are used for timber production, homesites, urban structures and wildlife habitat.

- **Winston loam, 0 to 8 percent slopes (# 242).** Most of the northern portion of town west of the highway is comprised of this soil type, including some lands bordering the Chehalis River. A small section of land in the extreme southern section of the town limits (south of Stowe Creek) also contains this soil type, as does much of the land on the west bank of the Chehalis River just outside the town limits. This is very deep, well drained soil on high stream and river terraces. Muddiness and seasonal soil wetness are the principal timber harvesting limitations. These areas are mainly used for timber production, wildlife habitat and watershed. The main limitation to homesite development is the hazard of groundwater contamination, and rapid permeability limits the proper operation of septic tank absorption fields.
- **Newberg fine sandy loam (#148).** Most of the westernmost section of Pe Ell along the Chehalis River is composed of this soil type. Newberg fine sandy loam also extends to properties on the west side of the Chehalis River adjacent to the northern section of town. This soil is very deep, well drained soil on river flood plains and low terraces. The main limitation is flooding. Most areas of this soil are used for hay and pasture, while some are used for timber production, field crops, homesites, urban structures and wildlife habitat.
- **Klaber Variant Silty Clay Loam (#117).** A small section of land crossing the highway on the northern edge of town contains this type of soil. This is very deep, poorly drained soil found in shallow depressional areas. It is used mainly for hay, pasture, and field crops, but to a lesser extent for homesites, timber production and wildlife habitat.

Three of the four soil types are class II soils (with class I being the highest and best), which means that they have moderate limitations that reduce the choice of plants or that required moderate conservation practices. Klaber Variant silty clay loam is class III soil, which means that it has severe limitations that reduce the choice of plants or that required special conservation practices, or both.

Soils in Pe Ell pose moderate limitations on recreational uses. Only Klaber Variant type is suitable for wetland plants (a very small section of town), and wildlife habitat potential is good for the other three soil types. Winston loam is the most suitable soil for swellings and building foundations (primarily the northwest section of town and extreme southerly portions). None of the soil types is suitable for septic tank absorption fields, which indicates the need for sanitary sewer service for most uses in town. Only the Newberg soil type appears to be susceptible to occasional, brief flooding (properties along the Chehalis River).

---

#### SECTION 6.4.6 PHYSIOGRAPHY, RELIEF, AND DRAINAGE

The Town of Pe Ell is located in the Pacific Coast Range physiographic province. The western part of Lewis County is dominated by the Wilapa and Doty Hills of the Coast Range. These uplands area characterized by side slopes that have moderate to high relief and very broad, flattened ridgetops. Elevation ranges from about 500 feet to 3,110 feet, but it averages about 1,000 to 2,000 feet. The Chehalis River and its tributaries drain the north central and western parts of Lewis County, the river flows north into Thurston County near Centralia then flows west and empties into the Pacific Ocean at Grays Harbor. The lowest elevation is about 185 feet in the alluvial plains and upland terraces of the west central region. The elevation in Pe Ell along the Chehalis Rivers is about 400 feet. Surrounding peaks such as Pe Ell Mountain and Jones Bluff rise to an elevation of 800 feet and more.

---

#### SECTION 6.4.7 NATIONAL AND STATE PARKS AND RECREATION AREAS

Approximately one third of Lewis County's land area is in federal ownership (the eastern portion) primarily the Mt Baker-Snoqualmie and Gifford Pinchot National Forest, along with portions of the Mt St Helens National Volcanic Monument and Mt Raineri National Park. The Wilapa Hills State Forest is located northwest of Pe Ell near the common border between Pacific and Lewis Counties, and Rainbow Falls State Park, which is about seven miles east of Pe Ell. The stat park offers fishing, hiking, camping, and swimming. The Washington coast is located approximately 25 miles west along SR 6. Pe Ell is the site of a stat park trailhead for the Wilapa Hills Trail, used for biking, walking, and horse riding. The trail head provides parking and public restrooms.

---

#### SECTION 6.4.8 FLOODED AREAS, SHORELINES, AND WETLANDS

The Town of Pe Ell has been mapped for floodplains by the Federal Emergency Management Agency (FEMA). The area regulated by the town and county's floodplain ordinance is called the special flood hazard area. Previously known as the 100 year floodplain, it has been changed to more acutely reflect the hazard area. By calling the area the 100 year floodplain, residents in that hazard area expected flooding events to only happen once every 100 years and lulled people into a false sense of security. By renaming it, FEMA has removed some of the confusion.

**The Town of Pe Ell has adopted by reference the Lewis County Shoreline Management Plan by reference.**

The shoreline area are lands 200 feet landward of the ordinary high water mark. The ordinary high water mark contains wetlands, floodway, floodplain, lakes and tidal areas.

The United States Department of Fish and Wildlife's National Wetland Inventory maps indicate a few small wetland areas in and around the Town of Pe Ell. It appears that the most significant wetland areas are located in the southern part of the town, adjacent to the horseshoe bend of Stowe Creek near Harkum Road. Given the preceding soils analysis, however it appears that the town is largely devoid of hydric soils.

Water quality of the Chehalis River has been receiving greater attention. The Chehalis River suffers from a variety of water pollution problems. In particular, excess biological oxygen demand is a problem in the

Draft version1, June 2024

summertime. Considerable effort has been put forth by the county and other local entities to reduce contaminants from runoff by restoring many of the local streams and enforcing setback regulations.

---

#### SECTION 6.4.9 ENDANGERED PLANT AND ANIMAL SPECIES

There are currently eight animals listed on the most recent Washington State Endangered Animals List. Those specific to the Lewis County area include: the White Pelican, Showy Plover, Grizzly Bear, Sandhill Crane, Upland Sandpiper, Spotted Owl, and Marbled Murrelet.

There are currently nineteen plants listed on the Washington State Endangered Taxa List for Lewis County, including the Lance-Leaved Grap Fern, Moonwort, St John's Moonwort, Green Fruited Sedge, Saw Leaved Sedge, Tall Bugbane, Pale Broomrape, Mt Rainier Lousewort, Fringed Pinesap, Great Polemonium, Lathyrus Holochlorus, Hairy Stemmed Checker Mallow and the Small Flowered Trillium.

---

#### SECTION 6.4.10 ENVIRONMENTAL GOALS AND POLICIES

As with other sections of the comprehensive plan, the state goals and countywide polices serve as a foundation for preparation of goals, policies and objectives specific to the Town of Pe Ell.

---

##### SECTION 6.4.10A NATURAL RESOURCE INDUSTRIES

GOAL 1: Maintain and enhance natural resource-based industries, including productive timber, agricultural and fisheries industries; Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.

POLICY 1: Land uses adjacent to agricultural, forest, or mineral resource lands shall not interfere with the continued use of these designated lands for the production of food or agricultural based products, or timber, or for the extraction of minerals: Encroachment on resource lands by incompatible uses shall be prevented by maintenance of adequate buffering between conflicting activities.

POLICY 2: Approvals for plats, short plats, building permits and other residential development permits that are issued for development activities on or adjacent to designated (natural) resource areas should include a notice that certain activities may occur that are not compatible with residences. These notices should be filed for record with Lewis County.

POLICY 3: Fishery resources, including the County's river systems inclusive of their tributaries, as well as the area's lakes, and associated wetlands, should be protected and enhanced for continued productivity.

POLICY 4: Tourism and recreation, including economic opportunities that provide supplemental income to the natural resource industries, should be encouraged.

Draft version1, June 2024

POLICY 5: All jurisdictions should encourage best management practices (BMP) to reduce adverse environmental impacts on natural resources.

#### SECTION 6.4.10B OPEN SPACE AND RECREATION

---

GOAL 2: Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreational facilities.

POLICY 1: The use of Open Space and Forestry Taxation Laws shall be encouraged as useful method of resource preservation.

POLICY 2: Parks, recreation, scenic areas and scenic byways, and viewing points should be encouraged. Coordinate with the State Parks and Recreation Commission to publicize the Willapa Hills Trailhead in Pe Ell.

POLICY 3: The Lewis County river systems and tributaries are a resource that should be protected, enhanced, and utilized for active and passive recreation.

POLICY 4: Encourage cluster housing and innovative techniques for planned developments in the County to provide open space systems and recreational opportunities.

POLICY 5: Land use planning for the adopted urban growth areas shall encourage greenbelt or open space uses and encourage the protection of wildlife habitat areas.

#### SECTION 6.4.10C ENVIRONMENT

---

GOAL 3: Protect the environment and enhance Lewis County's high quality of life including air and water quality, and the availability of water.

POLICY 1: All jurisdictions should encourage the enhancement of the functions and values for critical areas when developing sub-area plans and development regulations.

POLICY 2: Flood-plains, wetlands, watersheds and aquifers are essential components of the hydrologic system and shall be managed through inter-agency agreements to protect surface and groundwater quality.

POLICY 3: All jurisdictions shall recognize the river systems within the County as pivotal fresh water resources and public water supply and shall manage development within the greater watershed in a manner consistent with planning practices that do not seriously degrade the integrity of the resource.

POLICY 4: Septic systems, disposal of dredge spoils, and land excavation, filling and clearing activities shall conform with critical area development regulations and not have a

Draft version1, June 2024

significant adverse affect on Lewis County water bodies with respect to public health, fisheries, aquifers, water quality, wetlands, and fish and wildlife habitat.

POLICY 5: All jurisdictions shall consider threatened, endangered, or sensitive fish and wildlife species when evaluating and conditioning commercial, industrial or residential development.

POLICY 6: Lewis County, in cooperation with appropriate local, state and federal agencies should continue to develop and update the comprehensive flood control management program.

POLICY 7: Floodplains, lakes, rivers, streams, and other water resources should be managed for multiple beneficial uses including, but not limited to flood and erosion control, fish and wildlife habitat, agriculture, aquaculture, open space and water supply. Use of water resources should to the fullest extent possible preserve and promote opportunities for other uses.

POLICY 8: All jurisdictions should work towards developing policies and regulations outlining best management practices (BMP) within aquifer recharge areas to protect the quality of groundwater.

POLICY 9: Recycling programs should be encouraged.

---

## SECTION 6.5 LAND ACREAGE SUMMARY BY ZONE

Understanding land use by zone is important. There is a balance that must occur between residential land and commercial and industrial lands. Commercial and industrial lands are typically where the jobs can be found that will support residents in the community. Acres and percentages of land use aid in understanding that relationship.

Pe Ell is different in this way, as the majority of residents within the community either commute, work from home, or are retired. While there is a demand for commercial services, there are only a small number of people to fill those jobs.

Further hampering Pe Ell's expansion of the work force is the remoteness of the community. The town is approximately a 25-minute drive from Interstate 5. Hwy 6, the main road into town, is a small winding two lane road best suited for personal vehicles than semi-trailers, typically seen with commercial and industrial development.

**Table 6.5**  
**Land Acreage Summary by Zone**  
**Town of Pe Ell**

Draft version1, June 2024

	<b>Totals by acreage</b>	<b>Percentage of Total Acres</b>
<b>Residential R1-5 =</b>	<b>113.00</b>	<b>38.244</b>
<b>Residential R1-10=</b>	<b>62.81</b>	<b>21.258</b>
<b>Residential R1-15=</b>	<b>57.88</b>	<b>19.588</b>
<b>Total Residential=</b>	<b>233.69</b>	<b>79.09</b>
<b>Public Community=</b>	<b>48.86</b>	<b>16.536</b>
<b>Total Public Community=</b>	<b>48.86</b>	
<b>Commercial=</b>	<b>8.80</b>	<b>2.9797</b>
<b>Total Commercial=</b>	<b>8.80</b>	
<b>Industrial=</b>	<b>4.12</b>	<b>1.3944</b>
<b>Total Industrial=</b>	<b>4.12</b>	
<b>Total acreage=</b>	<b>295.48</b>	

---

## SECTION 6.6 ANALYSIS OF EXISTING RESIDENTIAL DENSITIES

In previous iterations of the comprehensive plan, the town had both a low density and single-family residential zone. Due to recent changes in the GMA, it is no longer possible to create such exclusive zoning classifications. Some of the more significant changes included over the past few years are:

- All single family lots must allow up to two accessory dwelling units to be built on the lot along with the single-family home.
- As seen in Table 3.3.2, Pe Ell must plan to address the needs of the full economic spectrum.
- Nonpermanent and Permanent Supportive Housing are now considered an essential public facility and are allowed to be constructed anywhere that is zoned for multifamily housing or hotels.

These three factors necessitate multiple levels of residential zoning to accommodate them.

---

## SECTION 6.7 LAND USE PROBLEMS AND ISSUES

The following paragraphs discuss specific issues or problems that either presently exist or may begin to surface during the twenty-year planning horizon. After each problem or issue is identified and described, potential solutions to the problem are suggested where possible.

---

### SECTION 6.7.1 CONTINUANCE OF EXISTING TOWN DESIGN

Draft version1, June 2024

As mentioned early in this chapter, Pe Ell's town design is a conventional grid pattern. As additional development occurs (i.e., development of new streets), there may be a tendency to develop small subdivisions with cul-de-sacs and curvilinear streets. Pe Ell has an unblemished pattern of streets interconnecting in a grid pattern. Future roads should extend existing streets in this grid pattern. Cul-de-sacs and curvilinear streets should be avoided if possible (unless Safety factors, steep grades, or other design options suggest them), as such designs are inconsistent with the grid pattern and could gradually erode the distinctiveness of the town's unique grid design.

To implement this suggestion, subdivision design principles could be adopted that require installation of perpendicular streets, extension of existing streets, and restrictions on curved roads and cul-de-sacs.

---

### SECTION 6.6.2 URBAN RURAL INCOMPATIBILITY

Pe Ell's comprehensive plan establishes an urban growth area (see discussion in Chapter 7). Implicit in the urban growth area is the existence of urban land uses. As mentioned in the description of low-density residential land uses, the town has several lots that are developed at much lower densities than are typically considered "urban." Pe Ell is also virtually surrounded by agricultural resource lands. The urban plan and existing rural areas may come into conflict. Rural residents in town may not want to see smaller residential subdivision lots created out of adjacent vacant parcels. Agricultural uses maintained adjacent to the city limits/urban growth boundary may involve livestock or other conditions that may be a nuisance to town residents.

---

### SECTION 6.6.3 MANUFACTURED HOMES

In the housing element of this plan, it was noted that manufactured homes are located in many areas of town, and that manufactured homes provide one of the only realistic sources of affordable housing for the town's low- and moderate-income residents. According to the 2000 Census, manufactured homes constitute 23.4% of the town's housing stock. Hence, the housing element supports a continuation of manufactured home development in Pe Ell.

However, manufactured homes can, if not properly installed and maintained, detract from community character and, in some cases, reduce the residential property values of adjacent site-built homes. This has generally not occurred in Pe Ell, given the lower median home values of site-built residences in town and the inclination of many manufactured homeowners in town to enhance the basic manufactured unit with garages, porches, and other architectural treatments. One or a few poor installations or poor quality manufactured homes can have a significant adverse impact on the neighborhood, however. To avoid this problem of incompatibility between site-built and poorly installed manufactured homes, the town could adopt "compatibility standards" which require "skirting," removal of wheels, hitches and towing devices, suitable foundations, and even additions such as landings and porches.

Draft version1, June 2024



---

#### SECTION 6.6.4 HISTORIC PRESERVATION

As indicated in the economic development chapter, historic preservation may be employed as a tourist attraction and economic development tool. The recently renovated Holy Cross Polish National Church is the oldest church in Pe Ell and is a designated historical landmark.<sup>30</sup> As noted in the housing element, a significant number of housing units in Pe Ell are more than sixty years old. By estimating the year the residential structures were built (as the census does), one can determine how many structures are now eligible for historic status and even forecast how many residences will become "potentially" historic over time.<sup>31</sup> This means that a large portion of the town is potentially eligible for listing on the National Register of Historic Places, either as individual properties or as one or more districts.

New development around the old church or in existing neighborhoods might be of an architectural character inconsistent with existing or potential historic resources. It only takes a few architecturally-incompatible structures to defeat the chances of historic district designation. The town could further identify its historic resource potential and adopt certain design guidelines for new development (and rehabilitation of existing structures) to ensure that new development and additions to existing structures are done in a manner harmonious with existing historic resources.

---

#### SECTION 6.6.5 CRITICAL AREAS AND WATER QUALITY

The Growth Management Act and administrative rules require that the land use element address the issues of ground and surface water quality.<sup>32</sup> It was noted in the natural resources component that water quality of the Chehalis River is not as good as desired. With some parcels located along Stowe Creek (a tributary of the Chehalis River), and with substantial river frontage on the Chehalis River, the potential exists for urban development to contribute to degradation of water quality.

Most if not all of the development in Pe Ell along the river is of low density or agricultural use (probably due to the existence of wet and/or flooded soils), so the threat to water quality is probably minimal. It was noted earlier, however, that existing residential development outside the town limits on the west side of the Chehalis River have septic tanks with drain fields that may be leaching into the river. Additional development using septic tanks along or close to the banks of the Chehalis River could further degrade water quality. The Town adopted Lewis County's CAO in 2005 to protect the river and other environmentally sensitive sites. Consideration should also be given to establishing, through regulations, a building setback from the river bank and a natural riparian/vegetative buffer to protect water quality. Also, if large scale development or small scale development with extensive impervious surfaces (i.e., paved parking lots) occurs, attention should be given to requiring storm water detention or retention ponds that intercept storm waters and thus avoid the transmission of urban impurities into the river water.

---

### SECTION 6.6.6 CENTRAL AND HIGHWAY BUSINESSES

As mentioned in the discussion of existing commercial land uses, Pe Ell has a very concentrated downtown commercial core existing along a short stretch of the Ocean Beach Highway. A few exceptions to this commercial concentration are the auto sales lot and the convenience store (north of the central core). Many of the cities and towns that have witnessed linear or "strip" development along their major highway and other routes now regret having allowed such a pattern to occur. For larger commercial sites of a highway orientation, Pe Ell may have little choice but to allow the siting of these sites in a linear pattern along the Ocean Beach Highway (only a few sites

exist in town). Where siting of highway commercial uses is planned, site development guidelines or regulations addressing access, sign area and height limitations, building orientation and parking lot landscaping can go a long way toward making linear highway commercial development more appealing. To avoid major incompatibilities with the character of the downtown commercial core, building design standards can also be employed. For instance, since the commercial core buildings are very close to the street, new construction within or abutting the central core should have the same setback to maintain a consistent scale and community form. Retail shops and service establishments could be encouraged to locate in vacant downtown spaces as a downtown economic revitalization scheme.

---

### SECTION 6.5.7 HOME OCCUPATIONS

As discussed in the economic development element, home occupations offer a way for business activities to take place on a limited scale within residential areas. While home occupations may help expand the local economy, they can also be incompatible with residential uses if not properly controlled. Limitations are typically employed through zoning regulations to control the number of employees, the floor area permitted for the occupation, the display, storage and sale of merchandise, and external modifications to the dwelling to accommodate the home business use. Standards for home occupations are called for in the countywide plan policies.

---

### SECTION 6.7 FUTURE LAND USE

A parcel specific future land use plan map for the year 2025 has been prepared and accompanies this document. The plan map utilizes a different classification scheme than that described for existing land uses. Land uses are shown. To achieve the urban density requirements of the Act, the plan identifies three residential designations. Commercial and Consistent with the requirement for open space within/near urban growth areas, and the county's intentions, the plan designates the abandoned railroad right-of-way as a linear park. Also, the river/stream protection overlay encourages open space and promotes the protection of water quality stressed in the GMA requirements. The categories of land use shown on the future land use plan map are as follows:

**Draft version1, June 2024**

- Commercial
- Industrial
- Residential 1-5
- Residential 1-10
- Residential 1-15
- Public/Community

The future land use plan design substantially reflects the existing development pattern.

---

### SECTION 6.7.1 INITIAL ASSUMPTIONS PRIOR TO LAND USE DESIGN

The assumptions made prior to the design for future land use change in the town limits of Pe Ell to the year 2024: (these were subject to change later).

- Critical areas pose some restrictions on development. The principal limitation is flooding of properties along Stowe Creek, and the previously mentioned Chehalis River frontage agricultural tracts. Consistent with the state requirement to address water quality in the land use plan, the future land use design needs to provide for buffers along these flood prone areas to mitigate water pollution.
- The plan will not specifically designate a site for multiple-family development, although the housing element calls for some "assisted rental" units to be constructed. These may or may not be apartments.
- Given the existing town park, two cemeteries, the railroad rails-to-trails right-of-way, vacant land surrounding the Pe Ell school, the probable continuance of private open spaces in the form of scattered "infill sites" and agricultural parcels, and the need to preserve the flood plain along the Chehalis River and Stowe Creek, adequate open space as required by the Growth Management Act will be provided in the Town limits.
- Though no specific uses are known to be needed, the Growth Management Act encourages local governments to prepare for the siting of additional public/semi-public and "essential public facilities." As the only town in western Lewis County, the likelihood is high that Pe Ell will be the most logical site for future community/government land uses. Given that there are only a few reasonable large sites left in town, and given their location adjacent to the Pe Ell School and the town's sewer plant property, two sites totaling 17 acres will probably be needed for public/ community land use. These sites would enable the expansion of the school

Draft version1, June 2024

installation, or some other type of community/institutional use that subsequently is needed in Pe Ell. These sites should be reserved for public/institutional uses. Consistent with the GMA goal to preserve property rights, however, these two sites should be allowed to develop for other uses if the property owners desire.

- A modest amount of commercial growth is expected in the future for Pe Ell, and additional commercial and industrial growth is desired. There are three small sites in the existing commercial core that can be developed for commercial uses in a manner similar to the other downtown buildings. Some additional land for highway commercial or small light industrial uses can be provided along the Ocean Beach Highway on the north side of town, subject to careful design and conformance to development compatibility standards as mentioned earlier in this chapter.

---

### SECTION 6.7.2 DESCRIPTION OF THE FUTURE LAND USE PLAN DESIGN

Listed below are descriptions of future land use design outcomes and how they differ, if any, from the initial land use assumptions:

**Downtown business.** Regarding the downtown business area, potential exists to expand the business district one block east (to the corner of Sixth Avenue and First Street). However, one residential property would need to be converted to or displaced by commercial development. This residential property is located behind (east of) commercial buildings and might be inappropriate for residential use if the commercial area expands (as designed) one block. This expansion of the downtown business district was not initially contemplated, but it presents an opportunity for concentration of commercial development in the downtown. Furthermore, this one block expansion of downtown business would enable this area to also orient (even "double front") the railroad right-of-way that has been converted to a "rails to trails" project (linear park) by the county.

**Public/community site reservations.** Original assumptions included a need for two sites totaling 17 acres for new public and institutional uses. As mentioned previously, the 12.2 acre site was thought to be needed for future public uses but was subsequently found to be the best site in town for a new neighborhood. The land use design still resulted in new public-institutional sites, but the resulting acreage was less than anticipated. However, the plan is expected to provide sufficient space for public/community uses. Furthermore, the locations proposed for public/community uses will provide for more flexibility than would the larger site.

**Highway commercial and industrial development.** Based on the assumption that the town wants new non-residential development to provide a larger tax base and to provide new jobs in the town, additional

commercial/industrial land was included in the initial land use plan design. The initial design provided for about six acres of land for new Highway on the north side of town. It is anticipated that these six acres will provide about three acres for highway commercial uses and about three acres for a light industrial/storage/manufacturing site. A new avenue is proposed to serve some of this commercial/industrial land.

**Stowe Creek and Chehalis River overlay.** The initial land use plan assumptions indicated that portions of properties now vacant or in agricultural use should be reserved for a greenway to preserve water quality. As proposed, the plan provides for a continuous greenway (flood plain overlay) along all portions of the river/stream. The proposed greenway corresponds to the 100 year flood plain as mapped by the Federal Emergency Management Agency (FEMA).

---

### SECTION 6.7.3 ESTIMATED PUBLIC FACILITIES REQUIREMENTS

This section estimates the projected public facilities impacts of the land use plan. Given a maximum residential buildout estimate, new development (to the year 2025) would result in an additional 44,400 gallons per day of water consumption and perhaps 30,000 gallons daily of sewage treatment capacity. Given the projected expansion of institutional, commercial and industrial uses, it would probably be necessary for the town to plan for a water demand of 100,000 gallons per day and sewage treatment of 100,000 gallons per day over and above the existing demand. Any necessary expansions of water and sewage treatment plant capacities could take place over time, since this "buildout" scenario is unlikely to occur in the short-term and indeed is unlikely to occur even by the end of the planning horizon.

The land use plan has been prepared to take full advantage of existing roads. The plan requires additional acreage of road rights-of-ways, given the proposed additional streets shown on the plan map. Some of the institutional, highway commercial and industrial land uses need to be served by a new avenue (shown on the plan map) for safe and appropriate access, considering the close location of the Pe Ell School and the desirability of avoiding direct highway access. School capacity would probably be adequate. Police and fire protection facilities would probably not require any upgrades on the basis of new development service alone.

Public facilities and services needs are discussed in greater detail in Chapter 8.

---

### SECTION 6.7.4 FUTURE LAND USE POLICIES

Consistent with state goals and county-wide policies, and as suggested in the initial land use plan design, the following specific future land use plan policies are provided:

Draft version1, June 2024

## ***RESIDENTIAL DEVELOPMENT***

1. Encourage building of single-family residence on the multiple vacant, buildable lots already existing in Pe Ell.
2. Provide for a new residential neighborhood in a traditional grid design to accommodate the projected for low- and moderate-income residents. (Note: the current property owner for this site of this proposed neighborhood currently lacks interests in developing this site or releasing it for development.)
3. Provide for the conversion of agricultural lands for low density residential uses as indicated in the land use plan.
4. Prepare and adopt “compatibility standards’ for manufactured homes to ensure compatibility with adjacent site-built residences.
5. Provide for the subdivision of larger tracts into single-family residential lots.
6. Although the land use plan does not specifically promote this, existing low density residential lots may be further subdivided if the property owner desires.
7. Provide for the long-term possibilities of small personal care homes and/or larger institutional residential facilities such as a nursing home.
8. To the extent possible, maintain the existing grid design in residential developments.
9. Consider the feasibility of establishing one or more residential history districts and/or preparation of individual structure nominations to the National Register of Historic Places, as appropriate. Coordinate with the Lewis County Historical Society and the Washington Department of Archaeology and Historic Preservation.
10. Prepare and adopt standards for ‘home occupations’ to ensure the maintenance of viable neighborhoods.

## ***PUBLIC/COMMUNITY DEVELOPMENT***

1. Provide a suitable space to accommodate future institutional and public land uses as indicated on the future land use map.
2. Consider public/institutional sites as suitable for a variety of uses, including government offices, expansion of the existing school and cemetery, addition of a personal care or nursing home, and/or ‘essential public facilities.

## ***DOWNTOWN BUSINESS DEVELOPMENT***

1. Promoter the concentration of retail shops within the existing compact downtown business area.
2. Provide for the expansion of the downtown business area one block at a time to provide for additional commercial space and/or parking.
3. Prepare a downtown business plan which includes physical design/streetscape improvements and marketing elements.
4. Prepare and adopt design guidelines for the downtown business area to ensure new buildings will be of the proper size, setback, and scale to complement the existing buildings.

## ***HIGHWAY COMMERCIAL/INDUSTRIAL DEVELOPMENT***

1. Provide for limited highway commercial and industrial development in the specified locations on

Draft version1, June 2024

the future land use plan map.

2. Mitigate against the possibility of aesthetic and safety impacts of highway commercial and industrial development by preparing and adopting design guidelines relative to access, signage, building setbacks, and orientation and landscaping.
3. Provide for screening through buffers or fencing of adjacent residential properties to insure maintenance of residential use values.
4. Carefully design the access points to the highway commercial and industrial development in a manner that avoids curb cuts onto Ocean Beach Highway and also avoids interference with school traffic.
5. Provide for, through advance public investment or private installation upon development, a new collector avenue to serve new commercial/industrial development.
6. The industrial site provided in the future use plan map should only be used for light industrial or other such uses that would be compatible with adjacent residential, institutional, and commercial uses.

### **GREENWAY/OPEN SPACE**

1. Discourage or prohibit urban development within floodplains, wetlands, and other critical areas.
2. Encourage the provision of a greenway along portions of Stowe Creek and the Chehalis River to reduce the potential for degradation of surface water quality, and/or utilize the Planned Unit Development (PUD) tool to ensure that development takes place in a manner consistent with the protection that a buffer provides.
3. Encourage the provision of access and/or riverbank and buffer maintenance easements along properties in the 100-year floodplain.

---

### **SECTION 6.8 ESSENTIAL PUBLIC FACILITIES**

The second phase of legislation of Washington's Growth Management Act (Engrossed Substitute House Bill 1025) provides that each city and county comprehensive plan must include a process for identifying and siting essential public facilities. Essential public facilities are generally defined as "those facilities that are typically difficult to site, such as airports, state education facilities, state and local correctional facilities, state or regional transportation facilities, solid waste handling facilities, and in-patient facilities include substance abuse facilities, mental health facilities and group homes." The Washington Department of Commerce has interpreted this term to mean essential public facilities are not necessarily publicly owned. No local comprehensive plan may preclude the siting of essential public facilities. Since the siting of essential public facilities is more of a land use issue than a community facilities and services issue, it is included in this chapter.

Beyond this basic requirement, state administrative rules outline what should be provided in local plans to meet this requirement for identifying and siting essential public facilities.

These recommendations include a broad view of what constitutes essential public facilities, such as:

- ~services to the public provided by government
- ~services substantially funded by government
- ~services contracted for by government

**Draft version1, June 2024**

~services provided by private entities subject to public service obligations

Presently, the Town of Pe Ell does not have zoning regulations which could prohibit the siting of essential public facilities in the town limits. Nevertheless, state planning mandates require the town to include, in its comprehensive plan, a process for identifying and siting essential public facilities.

---

#### SECTION 6.8.1 LOCAL DEFINITION OF ESSENTIAL PUBLIC FACILITIES

The Pe Ell comprehensive plan defines essential public facilities, as follows:

Essential public facilities are those facilities and services, provided, substantially funded, and/or contracted for by federal, state, regional, county, or municipal government or special district, including those facilities and services provided by private entities subject to public service obligations. Essential public facilities are typically difficult to site or present siting difficulties. That is, they present practical siting problems due to land requirements and/or impacts on adjacent land uses, and/or they are locally unwanted land uses (LULUs) due to the perceived threat of off-site impacts and reduction of property values. Essential public facilities are "essential" in that they are required to serve one or more public purposes that typically transcend the local interests of Pe Ell's residents. An essential public facility may be needed to serve a regional, state or federal purpose that does not appear to benefit the Town of Pe Ell. An essential public facility may also be a use or service that is needed to serve Pe Ell's local population but is the subject of local opposition.

---

#### SECTION 6.8.2 PROCESS FOR IDENTIFYING ESSENTIAL PUBLIC FACILITIES

The Town of Pe Ell provides the following process for identifying essential public facilities.

A land use shall initially be considered an essential public facility if it meets at least one of the following criteria:

- a) The proposed use is an essential state public facility required or likely to be built within the next six years, as provided periodically by a list published by the Washington Office of Financial Management; and/or
- b) The proposed use is included on a list of essential public facilities of a county-wide or regional nature, made part of or pursuant to the county-wide planning policies adopted by Lewis County in consultation with Pe Ell; and/or
- c) The proposed use meets one or more of the following descriptions:
  - 1) a transportation facility, including airports, port facilities, roads, highways, bus terminals, and similar facilities, specifically identified as needed in a city, county, region or state plan.
  - 2) a local, regional, state or federal public utility installation, including water, sanitary sewer, storm drainage and flood control, and solid waste management facilities, identified in this plan, the comprehensive plan of Lewis County, or related focal public facilities plans, or shown by a regional, state or federal authority to be necessary according to adopted plans and/or policies.

Draft version1, June 2024



- 3) a local public or private utility or communications installation, including high voltage electrical transmission lines and substations, natural gas lines and related facilities, telephone and cable television lines and facilities, non-commercial radio or communications towers, and similar facilities.
- 4) institutionalized residential living arrangements that are sponsored by a government, or provided\_ by a private, non-profit human service agency or community development organization for a public purpose, including but not limited to: correctional facilities and detention centers; college or private school dormitory facilities; and in-patient facilities such as substance abuse facilities, mental health facilities, nursing homes and group homes licensed by the State of Washington.

Any agency or institution that is interested in siting an essential public facility, as described in this subsection, in the planning jurisdiction of Pe Ell shall promptly notify the Pe Ell Town Council in writing of its intent to locate the subject facility. This notification shall include a description of the facility, siting requirements, state and federal permits and licenses required as applicable, a description of land requirements and characteristics for siting the facility or service, and proposed site or sites in Pe Ell under consideration for the use.

Upon receipt of such notice, the Town Council will post notice of the intent to locate the subject facility in Pe Ell, advertise a public hearing at a regular meeting or special session of the Council, and hold a public hearing no earlier than seven days after the publication of the public hearing notice. The purpose of the hearing will be to hear testimony from residents and property owners of Pe Ell.

If the public hearing reveals significant concern on the part of Pe Ell's residents and/or property owners; the level of significance being determined by the Town Council, the proposed facility's initial determination of qualification as an essential public facility shall be affirmed by proper motion of the Town Council. If, however, the Town Council determines that there are no significant physical siting difficulties with respect to the proposed facility, and if no significant concerns are raised by residents and property owners of Pe Ell, the Council may determine by official motion that the proposed facility does not present siting difficulties and therefore is not required to follow the ascribed siting process for essential public facilities.

---

#### SECTION 6.8.3 PROCESS AND CRITERIA FOR SITING ESSENTIAL PUBLIC FACILITIES

Unless specifically superseded by development regulations adopted to implement this comprehensive plan, the process and criteria for siting essential public facilities (affirmed by the Town Council as presenting siting difficulties) shall be as provided in this subsection.

Draft version1, June 2024

The Town Council will hold a public hearing, duly advertised as provided by the Council's public hearing procedures, at which the proposed essential public facility will be considered for siting in the planning jurisdiction of Pe Ell. The sponsor of the proposed facility will present the information described in 6.7.2. and in addition will provide a site plan and other relevant information that will enable Town residents, property owners and the Town Council to evaluate the needs for the facility and the potential impacts on the Town of Pe Ell. After hearing testimony, or within a reasonable time thereafter, the Town Council will make a decision, based on application of the siting criteria in this subsection,<sup>38</sup> to approve the facility as submitted, to approve the facility siting proposal based on conditions that mitigate adverse impacts of the facility siting, or withhold approval pending consideration of other sites in the Town's planning jurisdiction. The town is precluded from prohibiting the siting of essential public facilities and is committed to working with sponsors that can meet the criteria for locating essential public facilities, as provided below:

**Statement of Needs.** The application for siting includes a statement that indicates why the subject facility is needed, why its location in the Pe Ell planning jurisdiction. Unless specifically superseded by development regulations adopted to implement this comprehensive plan, the process and criteria for siting essential public facilities (affirmed by the Town Council as presenting siting difficulties) shall be as provided in this subsection.

## CHAPTER FIVE: ECONOMIC DEVELOPMENT ELEMENT

Though not specifically required as a comprehensive plan element, economic development is important to the Town of Pe Ell. The town's economic development policies should be, and are, guided by the overall state goal for economic development and countywide planning policies as described below.

---

### SECTION 5.1 GOAL AND POLICY FRAMEWORK

The State of Washington's economic development goal reads as follows: "Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities." Lewis County's overall economic development goal is similar to the state's goal. Policy statements relevant to the Town of Pe Ell from Lewis County's countywide planning policies are found in the appendix for reference.

---

### SECTION 5.2 LABOR FORCE

Table 4.1. indicates 2000 labor force data for the county and town. These figures indicate that Pe Ell

Draft version1, June 2024

residents had roughly the same labor force participation rate (55.3%) as the county as a whole. Table 4.1. data also indicate that the town's labor force had a higher unemployment rate than the county in 2000. Lewis County's unemployment rate has fluctuated substantially during the past several years, with a low of 7.2% in 1997 and a high of 17.0% during 1982.

Funding for updates to this section of the comp plan is not included in the grant provided by Commerce for this update. The element will be moved from the source material into this document as is.

## CHAPTER SIX: CLIMATE CHANGE AND RESILIENCY

Climate change is a global challenge. The impacts of greenhouse gases, no matter where they are emitted, affect us all. This Comprehensive Plan addresses the period between 2022 and 2045. Studies prepared by national and international organizations indicate that developed countries must reduce greenhouse gases as much as 80 percent in carbon dioxide equivalents (CO<sub>2</sub>e) below 1990 levels by 2050 in order to achieve climate stabilization.

Pe Ell is committed to finding ways to reduce greenhouse gas emissions in its own governmental operations, as well as creating policies that would encourage community growth and development patterns that emit fewer greenhouse gases.

The impacts of climate change are already experienced by Pe Ell and the surrounding region through more extreme heat and rain events and by increased wildfire risk. [The Lewis County 2016 Hazard Mitigation Plan](#) maps wildland-urban interface wildfire hazards adjacent to Pe Ell. This Comprehensive Plan includes policies that would mitigate these climate impacts and increase climate change resiliency.

The biggest climate-related impacts to Pe Ell and the surrounding region are:

- Global temperature increase
- Climate variability: flooding, drought
- Wildfire and smoke impacts

What can Pe Ell do to mitigate these threats?

- Reduce GHG emissions from city operations
- Adopt city policies that will help reduce GHG emissions
- Focus on reducing wildfire risk at the urban/wildland interface
- Plan land use patterns that minimize risks to fire and flood hazard areas

## CHAPTER SEVEN: TRANSPORTATION

As noted in Table 1.2., the Washington Growth Management Act (GMA) mandates the preparation of a transportation element that, at minimum, includes the following: land use assumptions and travel estimates; air, water, land and transit transportation inventories; regionally- coordinated level of service standards for arterial roads, actions needed to upgrade transportation deficiencies; minimum ten year

Draft version1, June 2024

traffic forecasts; system expansion needs; and a six year financing plan. Functional classification of streets and cost estimates for proposed transportation improvements are listed as optional (recommended) according to State administrative rules.

In addition to the minimum requirements for a transportation element, the GMA mandates the principle of "concurrency" for transportation facilities. That is, transportation facilities must be based on regional level of service standards, and development may not be approved in the absence of appropriate transportation facilities (within six years of the date of first impact) operating at the designated level of service.

The statewide goal for transportation is "to encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans." (see Table 1.1.). "Multi-modal" means that land uses are served by more than one method of travel. Transportation circulation in the community should include methods or modes of travel other than the automobile, such as walking (pedestrian facilities), bicycling (bike paths and lanes), and public transit (van pools or buses). Other travel modes, such as air, water and railroad, are methods of travel to consider as alternatives to the automobile, although these have much less relevance for Pe Ell's transportation element.

The term "based on regional priorities" is also an important component of the state's transportation goal. The Growth Management Act (GMA) was based on the recognition that travel patterns are regional in scope and that facilities should be planned and provided on a county and multi-county level. Pe Ell and Lewis County are members of the Southwest Washington Regional Transportation Planning Organization, which has been established pursuant to the GMA to address regional transportation planning issues and plan for regional planning needs. The draft regional transportation plan is used as a primary source in preparing Pe Ell's transportation element.

---

#### SECTION 7.1 REGIONAL AND COUNTYWIDE TRANSPORTATION POLICIES

In addition to the statewide transportation goal, the Southwest Washington Regional Transportation Planning Organization has prepared a regional transportation plan (draft as of late 1995) which specifies general regional goals. These are not reiterated here because they have only limited applicability in Pe Ell. However, this comprehensive plan is considered consistent with these regional goals, and such goals should be considered in determining the appropriateness of all future public improvements and land use changes in Pe Ell.

Countywide planning policies are attached within the appendix for review.

---

#### SECTION 7.2 LAND USE ASSUMPTIONS AND TRAVEL ESTIMATES FORECASTS

The land use assumptions for the comprehensive plan are presented in detail in Chapter Four. However, it is important to emphasize here what the land use assumptions mean for transportation facilities. Most of the additional growth projected to take place in Pe Ell's urban growth area is single-family residential. Some additional institutional land uses are anticipated, as well as limited additions to the commercial and industrial base of the town, inside existing town limits. Because the Ocean Beach

Draft version1, June 2024

Highway (SR 6) is the only arterial serving the Town of Pe Ell, it will be the principal transportation facility relied upon to accommodate the future growth. At the same time, the Ocean Beach Highway will have to handle the significant "through" traffic it receives from travelers in route to the ocean beaches from Centralia and Chehalis, and vice versa.

Travel to work is a major component of transportation activity. It is therefore a principal concern in planning for future transportation facilities in and serving the Town of Pe Ell. The 2000 Census offers some information (sample data) which yields insights to the area's work force commuting patterns. One may recall from the analysis of labor force (see Chapter Four) that there were 234 working residents in Pe Ell in 2000. It was already noted (see Section 4.2.) that about 80% of the town's residents worked out of town and 46 (20%) worked in Pe Ell.

Review of additional census sample statistics indicates that 93% of the working residents of Pe Ell utilized private automobiles (cars, trucks and vans) as their means of work in 2000. According to the same data source, 14.5% of Pe Ell's working residents carpooled in 2000. This is a slightly higher percentage of carpooling than for Lewis County as a whole (12.3%) in 2000.<sup>49</sup> The higher tendency to carpool is probably attributed to Pe Ell's relative distance to the Centralia- Chehalis "twin cities" area. With no public transportation available to Pe Ell's residents (in 1990 and presently), this was not an option for employee commuting by this mode of travel.

For the 234 working residents in Pe Ell in 2000, 184 (78.6%) workers drove alone, 34 (14.5%) carpooled, 12 workers walked, and 4 used other means. The significant carpooling percentages are considered positive. The carpooling rate might be at least partially explained by the data in Table 9.1.

According to the census sample data, there were 81 households in 2000 that had only one vehicle available, and 9 households that had no vehicle available. Together these two groups constitute 35% of the households.<sup>50</sup> For those households with only one vehicle but two or more

workers, there is no effective choice but to carpool if work locations are out of town. For those households with no vehicle available with workers needing to commute out of town, there is effectively no option but to carpool with others. Hence, the higher percentage of carpooling in the Pe Ell is not surprising.

To place the workforce commuting figures in the perspective of transportation demand, it can be estimated that in 2000 the residents of the town in the work force generated approximately 160 vehicle trips in the morning (travel to work, twin cities) and 160 trips in the P.M. peak hours (from Chehalis to Pe Ell).<sup>51</sup> Those persons residing south and west of Pe Ell who commute to the Twin Cities area would also add slightly to the traffic handled by SR 6 through town. Furthermore, there are undoubtedly some workforce trips that are made in the other direction (i.e., a few residents of the twin cities area who work in Pe Ell). Though these numbers combined have probably increased some since 2000, it is doubtful that the number of vehicle trips resulting from

Draft version1, June 2024

workforce commuting from Pe Ell to Chehalis (and vice versa) exceeds 200 vehicle trips, daily, one-way.

**TABLE 7.2**  
**NUMBER OF VEHICLES AVAILABLE**  
**BY TENURE OCCUPIED HOUSING**  
**UNITS, PE ELL, 2000**

<b>NUMBER OF VEHICLES AVAILABLE</b>	<b>TO OWNER-OCCUPIED HOUSING UNITS</b>	<b>TO RENTER-OCCUPIED HOUSING UNITS</b>	<b>TOTAL VEHICLE COUNT, ALL OCCUPIED HOUSING UNITS</b>
None	2	7	9
One	61	20	81
Two	81	23	104
Three	39	4	43
Four	13	0	13
Five or more	5	0	5
<b>Total vehicle count</b>	<b>417</b>	<b>78</b>	<b>495</b>

Due to the limited nature of commercial activity in Pe Ell, it is assumed that the vast majority of the trips to and from the businesses in Pe Ell are locally generated (from within the town limits or in the Pe Ell zip code area). The Pe Ell school, while in session, is probably the largest single generator of traffic activity in the town. The remaining traffic traveling through town can be attributed substantially to general through-traffic. If development occurs as provided in the future land use plan, one would expect incremental but rather minimal increases in the traffic volumes along SR 6 in Pe Ell.

---

### SECTION 7.3 TRANSPORTATION FACILITY INVENTORIES

This section of the transportation element provides an inventory of major transportation facilities in Pe Ell and, where appropriate, Lewis County.

---

#### SECTION 7.3.1 AIR TRANSPORTATION

As indicated in the regional transportation plan, Lewis County is served by four public and one private airports. The largest of these facilities, and the one that serves most of the aviation needs of Lewis County, is the Chehalis-Centralia public airport located one mile west of Chehalis.

Other public airports in Lewis County are: Strom Field (Morton); Packwood State (Packwood); and Toledo-

**Draft version1, June 2024**

Winlock (Toledo). Since none of these airports is located in or near Pe Ell, most of the regional policies relative to aviation are not relevant. However, it is interesting to note that one of

the aviation goals of the Southwest Washington Regional Transportation Planning Organization is to determine the impacts...and facilities necessary to site a master planned development to include a Global Intermodal Transportation Facility, which would include an airport with dedicated high speed rail and highway linkage. Such a facility is probably envisioned for, and would probably be located near, the Interstate 5 corridor within the Kelso-Longview metropolitan area.

---

### SECTION 7.3.2 WATER TRANSPORTATION

As noted in the economic development element (see Section 4.4.), the Ports of Centralia and Chehalis are "dry" in the sense that they do not have marine facilities. These port districts provide primarily economic development and job creation functions. There are, however, ocean and Columbia River access ports in the southwest Washington transportation planning region. These include: the Port of Kalama in Cowlitz County (deep draft access to the Columbia River); the Port of Longview (deep draft access to the Columbia River); two marine facilities in Wahkiakum County; and facilities in Pacific County. The Columbia/Snake River system is a navigable waterway serving ports in Cowlitz, Wahkiakum and Pacific Counties. The Coastal Marine System runs along the coast and serve the ports of Grays Harbor and Pacific Counties. There are two ferry services available: from SR 409 (Puget Island) to Westport, Oregon and the Ocean Shores/Westport ferry (passenger service in summer months).<sup>54</sup> Since there are no marine facilities in or immediately adjacent to Pe Ell, the regional transportation plan's goals and policies are not relevant here. However, it is important to keep in mind that port facilities are part of the regional transportation network serving Pe Ell, and transportation shipments originating in or near Pe Ell may rely on marine facilities at navigable ports in the region.

---

### SECTION 7.3.3 RAIL TRANSPORTATION

Passenger rail service is available via AMTRAK in the Interstate 5 corridor. The regional plan supports maintenance and increase of current schedules. The only rail facility discussed in the regional transportation plan is the Burlington Northern Rail Line, which provides passenger and freight service. The Burlington Northern's line from Chehalis to South Bend has been "rail banked" and is under the management responsibility of the Washington State Parks and Recreation Commission.

As noted in the land use element, Pe Ell has the right-of-way of the Northern Pacific Railroad bisecting the town limits. The railroad no longer functions through Pe Ell and the tracks have been removed. As mentioned in the parks and recreation section (see Section 7.7.), this right-of-way was converted to a "rails to trails" recreation facility. Railroad transportation is not an immediate transportation planning issue in Pe Ell, although the plan recognizes the importance of maintaining passenger and freight rail facilities to serve the town and Lewis County.

Draft version1, June 2024

---

#### SECTION 7.3.4 PUBLIC TRANSPORTATION

Lewis County has had a transit system in operation since 1977. It was established as the "Lewis County Public Transportation Benefit Area" under state law. The system operates under the name of "Twin Transit." The system provides fixed route service (nine vehicles) and "paratransit" service (two vehicles) seven days a week.

Pacific County also has a "Public Transportation Benefit Area" established by state law. This system serves an area of about 20,000 with eleven fixed route vehicles and six paratransit vehicles. The fixed routes serve the entire county. Weekday service is also provided to Astoria, Oregon and Aberdeen in Grays Harbor County. Demand response service is provided to disabled persons and those without easy access to fixed-service routes.<sup>56</sup>

Neither Twin Cities nor the Pacific Transit System directly serve Pe Ell, and the town's residents are without the benefit of a public transit system. However, it is important to plan for public transportation in Pe Ell, given the town's elderly population and the significant number of households in Pe Ell without automobiles available (see Table 9.1.). As this section's purpose is merely to inventory the transportation facilities, assessments and implementation needs are discussed later in this chapter.

---

#### SECTION 7.3.5 BICYCLE TRANSPORTATION

The Town of Pe Ell does not have any formal marked bike lanes. The "rails to trails" project provided a path wide enough for bicycle use. Bicycle access and safety are considered in the draft regional transportation plan.

---

#### SECTION 7.3.6 PEDESTRIAN TRANSPORTATION

The Town of Pe Ell has a network of sidewalks. In 1995, these pedestrian facilities were inventoried by The Benkendorf Associates Corporation as part of the existing land use inventory. The draft regional transportation plan indicates that, in small towns, sidewalks, crosswalks and overpasses are appropriate pedestrian facilities. The regional transportation plan recommends concentration of pedestrian facility investment in the following areas: along transit routes; in access areas to schools, social service centers, recreation centers and other activity centers; and in zoned business districts. The town's comprehensive plan is consistent with these regional policies. Table 9.1, provided in a later section, indicates the locations and lengths of Pe Ell's sidewalks, as well as a sidewalk extension program to install missing sidewalk segments and extend the sidewalk system to

Draft version1, June 2024



be consistent with the above regional goals for pedestrian access. See Section 7.3.7 for a description of existing sidewalks.

---

#### SECTION 7.3.7 ROAD INVENTORY, FUNCTION CLASSIFICATION AND ANALYSIS

The road system is the principal mode of transportation in Pe Ell. The only facility recognized in the draft Regional Transportation Plan as a regional arterial in the Pe Ell area is State Route 6, which serves the cities and towns of South Bend and Raymond in Pacific County and Pe Ell and Chehalis in Lewis County. This state route is also designated as a "scenic and recreation highway" by state law according to the draft regional plan. No capacity or safety deficiencies of SR 6 within Pe Ell are noted in the regional plan. All other roads are considered "local," with the exception of Pe Ell Avenue, which serves a collector function. See Section 9.3.7 for a description of existing local streets.

The Southwest Washington Regional Transportation Organization has adopted the following level of service (LOS) standards for regional roadways (designated regional arterials):

~ Level of service "C" in rural areas, with LOS "D" considered "deficient." Level of service "C" is described as "still in the range of stable flow, but marks the beginning of the range of flow in which the operation of individual users becomes significantly affected by interactions with others in the traffic stream. The selection of speed is now affected by the presence of others, and maneuvering within the traffic stream requires substantial vigilance on the part of the user. The general level of comfort and convenience declines noticeably [over LOS "A" and "B"] at this level.

~ Level of service "D" in urban areas, with deficiencies deemed to exist at level of service "E." Level of Service "D" represents high density but stable flow. Speed and freedom to maneuver are severely restricted, and the driver or pedestrian experiences a generally poor level of comfort and convenience. Small increases in traffic flow will generally cause operation problems at this level.

Given that Pe Ell's comprehensive plan involves designation of an "urban growth area," the state and regional requirement is that Pe Ell ensure that the functioning of the Ocean Beach Highway remain at the LOS "D" and not deteriorate to LOS "E," which generally means reduced speed, little freedom to maneuver, unstable operations, and high driver frustration. Though a survey was not done, the current LOS for SR 6 in Pe Ell is considered an "A" (free flow, low volume, high freedom to maneuver) or during the worst peak times, possibly a LOS "B" (stable flow but a slight decline in freedom to maneuver). Given the modest growth projected in this comprehensive plan<sup>6</sup>, the Town of Pe Ell is reasonably assured of maintaining the required LOS "D" on the Ocean Beach Highway without any special program of regulation.

Draft version1, June 2024

**SECTION 7.4 TRANSPORTATION DEFICIENCIES AND PROPOSED IMPROVEMENTS**

Given the inventory of transportation facilities in the previous section, it is clear that local roads and the sidewalk system will be the principal means of transportation access serving the residents and businesses of Pe Ell. Local plan policies support the extension of Twin Cities Transit to Pe Ell, but this is a county decision that remains outside the purview of the town. The comprehensive plan identifies those local deficiencies and the improvements that can and should be made by the Town of Pe Ell.

Table 9.4. provides an inventory of existing sidewalks (by location and linear footage) as well as proposed additions to the sidewalk system. Pe Ell currently has approximately 15,840 linear feet of sidewalk, or about three miles. The existing sidewalk system provides more north-south access than east-west pedestrian access. The sidewalk extension plan calls for an additional 6,570 feet of sidewalk construction (1.2 miles). Approximately 65% of the total proposed investment, or 4,230 feet of sidewalk, is needed to improve the north-side pedestrian access. The choices concerning where sidewalk investment should be directed are based on the policies and objectives stated in the following section. The priorities and estimated costs of sidewalk construction are included in the capital facilities plan.

The 1992 community needs survey reveals a consensus on the need to improve sidewalks in Pe Ell. An astonishing 77% of the respondents indicated that the sidewalk network in town needs improvement. Only three respondents rated sidewalks as "good." Clearly, sidewalk improvements should feature prominently in the town's capital facilities plan.

Table 9.3 provides a listing of local roads that have been noted as deficient by the Town of Pe Ell, along with proposed improvements. The need for widening and resurfacing is the principal deficiency on most of the road improvement projects listed in Table 9.3. However, three projects are listed that would involve construction of new local roads in existing right-of-ways. There is also one project involving a new avenue that would serve the institutional, commercial and industrial land uses projected on the future land use map; this project is not listed in the capital facilities plan because it is anticipated that it will be constructed concurrent with development of the adjacent properties.

As with sidewalks, street conditions received a highly unfavorable rating. More than three-quarters (77%) of the 1992 survey respondents indicated that street improvements were needed. Street improvements should be (and are) a high priority in the comprehensive plan.

**TABLE 7.2  
SIDEWALK INVENTORY AND EXTENSION PLAN  
TOWN OF PE ELL, 2005**

ROAD/ STREET/ AVENUE	SEGMENT (FROM/TO)	EXISTING FOOTAGE(')		PROPOSED FOOTAGE (')	
		NORTH OR WESTSIDE	SOUTH OR EAST SIDE	NORTH OR WESTSIDE	SOUTH OR EAST SIDE
Pe Ell Avenue	3rd St. / RR right of way	1280	510	Complete	550
Pe Ell Avenue	RR ROW/ E. Town limit	990	None	Complete	None

Draft version1, June 2024

Sixth Avenue	3rd St./ RR right of way	250	120	570	None
Fifth Avenue	3rd St./ RR right of way	360	480	350	190
Fourth Avenue (SR6)	Chehalis River/ RR right of way	1030	1020	340	340
SUBTOTAL, EAST/WEST NETWORK	-----	(3910)	(2970)	(1260)	(1080)
Kelso Street	RR ROW/ California St.	None	370	None	Complete
Third Street	Central Ave. / Pe Ell Ave.	960	1200	1410	Complete
Second Street	Fourth Ave./ Pe Ell Ave.	500	150	500	None
Second Street	Third Ave./ Fourth Ave.	None	None	460	None
Main St. (SR 6)	Chehalis Ave./Pe Ell Ave.	1270	1000	Complete**	Complete**
Main St. (SR 6)	Pe Ell Ave./ First Street	1150	None	Complete	None
First Street	Sixth Ave./ Pe Ell Ave.	500	130	Complete	360
First Street	Pe Ell Ave./ SR 6	None	None	900	None
Washington St.	Kelso St./ end of road	580	None	60	None
California St.	Kelso St./ end of walk	580	570	Complete	Complete
Spruce St	Pe Ell Ave./Omar Ave.	None	None	540	None
SUBTOTAL, NORTH/ SOUTH NETWORK	-----	(5,540)	(3,420)	(3,870)	(360)
TOTAL	-----	9,450	6,390	5,130	1,440

**TABLE 7.3  
ROAD DEFICIENCIES AND PROPOSED  
IMPROVEMENTS TOWN OF PE ELL, 2005**

ROAD/ STREET/ AVENUE	LINEAR FEET OF DISTANCE	RIGHT OF WAYWIDTH* (IN FEET)	PAVEMENT STANDARD (IN FEET)	PROPOSED IMPROVEMENT(S)
Tillie Avenue	1450	60	18	Widen and resurface
Harkurn Road				Widen and resurface
Third Street	2000	60	24	Widen and resurface
Fifth Avenue	1600	60	24	Widen and resurface

Draft version1, June 2024

Sixth Avenue	1750	60	24	Widen and resurface
Vine Street	500	60	<b>18</b>	Construct new road segment
Olive Street	1220	50	18	Construct new road
Prospect Street	1220	50	18	Construct new road
TOTAL	9,740	<i>NIA</i>	<i>NIA</i>	<i>NIA</i>

---

SECTION 7.5 TRANSPORTATION POLICIES AND OBJECTIVES

As noted at the outset, the state transportation goal, regional transportation policies, and county land use plan policies provide the framework for Pe Ell's transportation element. They are not repeated here. The policies and objectives provided here are in addition to, and more specific than, these previously mentioned statements.

POLICY 1: Ensure that Pe Ell's residents have access to a public transit system.

OBJECTIVE: Negotiate with Twin Transit for public transit service from Chehalis to Pe Ell.

POLICY 2: Provide an improved sidewalk network to safe ensure pedestrian travel in Pe Ell.

OBJECTIVE 2A: Complete missing segments of the existing sidewalk network.

OBJECTIVE 2B: Extend the sidewalk network to the rails to trails park to ensure proper system linkages with the regional system.

OBJECTIVE 2C: Improve north-south pedestrian access through town along main routes

OBJECTIVE 2D: Adopt site development standards which require the developers of institutional, commercial and industrial developments to provide sidewalk along their property frontage.

OBJECTIVE 2E: New sidewalks should be constructed to a minimum of five feet width.

OBJECTIVE 2F: Implement the sidewalk extension plan shown in Table 9.2. and the Capital Facilities Plan.

OBJECTIVE 2G: Maintain other sidewalk segments, as appropriate.

POLICY 3: Maintain a level of service "D" or better for the single arterial (Ocean Beach Highway).

OBJECTIVE 3A: Informally monitor the level of service for Ocean Beach Highway.

Draft version1, June 2024

OBJECTIVE 3B: Adopt site development standards that guide the location, width, alignment and number of "curb cuts" or access driveways onto Ocean Beach Highway.

OBJECTIVE 3C: Adopt a transportation concurrency requirement and/or demand management plan for the Ocean Beach Highway reaches a level of service "C" or worse.

POLICY 4: Provide and maintain a grid pattern system of local streets.

OBJECTIVE 4A: Widen and resurface roads according to the town's road improvement program and/or the listed improvements in Table 9.3., as reflected in the Capital Facilities Plan.

OBJECTIVE 4B: Complete the local street network with the addition of a segment of Vine Street and new roads in existing rights of ways of Olive Street and Prospect Street, as called for in Table 9.3. and the Capital Facilities Plan.

OBJECTIVE 4C: Adopt site development standards that require new institutional, commercial and industrial development to provide adequate local service roads and that avoid undue access and congestion on Ocean Beach Highway.

OBJECTIVE 4D: Seek assistance from the Washington Department of Transportation for local road improvements.

## CHAPTER EIGHT: UTILITIES, PUBLIC FACILITIES AND SERVICES ELEMENT

The required utilities element for the Town of Pe Ell includes an analysis of public services. While the GMA does require a utility element, it does not require public facilities and services to be analyzed. However, the act does specify a public facility and services goal as follows: "Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards." Lewis County's countywide policies indicate an identical public facilities and services goal. Although a formal plan element is not required, it is essential to analyze the suitability of existing municipal facilities and services as well as county services provided to the Town of Pe Ell's residents. The Growth Management Act requires cities and counties to develop a process for the siting of "essential public facilities" of a regional or statewide nature (discussed in chapter six). Furthermore, the Growth Management Act requires a capital facilities plan and strongly encourages concurrency requirements for water, sanitary sewer, and other services (transportation concurrency is mandated and is discussed in Chapter Seven).

---

### SECTION 8.1 COUNTYWIDE PLANNING POLICIES

Draft version1, June 2024

Consistent with other chapters of this comprehensive plan, relevant countywide planning policies are summarized to serve as a framework for preparation of the town's public facilities and services plan. The following policies are hereby adopted as part of the comprehensive plan. Specific objectives relative to community facilities and services are provided in the last section of this chapter. A copy of the Countywide Planning Policies is included in the appendix for review.

As demonstrated in this chapter and others, Pe Ell's community facilities and services plan is consistent with these countywide planning policies. Chapter six provides a permissive process for siting "essential public facilities." The future land use plan reserves sufficient lands for public and community uses, including provision of new roads and use of the railroad right-of-way as a utility corridor. Plan policies support the provision of all urban facilities and services concurrent with the impacts of development. The capital facilities plan and financing component is consistent with needs generated by new development according to the future land use plan. The future land use plan has carefully considered land use compatibility around the Pe Ell School. Preparation of the comprehensive plan has remained an open, participatory process in accordance with the town's adopted public participation process.

---

**SECTION 8.2 SUMMARY OF COMMUNITY NEEDS**

As already mentioned, the 1992 community needs survey presents some important findings regarding the desires of Pe Ell's residents relative to community facilities and services. Table 8.2. summarizes the ratings of each community facility and service listed in the community needs survey. There were four possible responses in the survey "good," "adequate," "need(s) improvement," and "no opinion." The survey results provide the foundation for preparation of the capital facilities plan element in the next chapter.

**TABLE 8.1**  
**SUMMARY OF COMMUNITY NEEDS SURVEY RELATIVE**  
**TO COMMUNITY FACILITIES AND SERVICES**  
**TOWN OF PE ELL, 1992**

<b>FACILITY OR SERVICE</b>	<b>GOOD</b>	<b>%</b>	<b>ADE-QUATE</b>	<b>%</b>	<b>NEEDS IMPROVE-MENT</b>	<b>%</b>		<b>NO OPIN-ION</b>	<b>%</b>	<b>TOTAL RESPON-SES</b>	<b>%</b>
Utilities	79	43	76	42	6	3		22	12	183	100
Fire Protection	85	46	65	36	16	9		17	9	183	100
Trash Collection	86	47	55	30	16	9		26	14	183	100
Water Quantity	69	38	73	40	27	15		14	8	183	100
Police Protection	45	25	80	44	37	20		21	11	183	100
Water Quality	45	25	69	38	59	32		10	5	183	100
Sewage Disposal	43	23	62	34	44	24		34	19	183	100

Storm Water Drainage	16	9	53	29	74	40		40	22	183	100
<b>Park</b>	8	4	43	23	94	51		38	21	183	100
Street Conditions	3	2	30	16	140	77		10	5	183	100
Sidewalks	3	2	26	14	141	77		13	7	183	100

The specific results of the community needs survey, and their implications, are discussed under the appropriate section below. The survey also provides some written comments from respondents which are discussed as appropriate. It should be noted at the outset, however, that the survey is now somewhat dated and that the town may have made some improvements to facilities and services. Hence, current opinions could possibly differ.

---

### SECTION 8.3 POLICE SERVICES

The Town of Pe Ell offers police protection to town residents. The police department is housed within town hall in the building on Main Street. Personnel consists of a town marshall and four reserve officers. The town has two police cars, both in good condition. Equipment includes two car radios, two hand-held radios, and three radar guns. Pe Ell's police department is supplemented with services by the Lewis County Sheriff's Department when and where necessary.

Police protection received a relatively favorable rating in the 1992 survey; 15% indicated the police department needed improvement. The survey revealed one written comment that the police force was not being utilized as it should, and another response that better police training and skills were needed. Yet another written response indicated vandalism and problems with teenagers were a concern. Other responses were mixed with respect to the appropriate level of police staffing.

In the 2000 survey, 16% of the respondents indicated that police services were high quality (with a score of 1), while the majority scored police with a 2 or 3. Thirty-two percent indicated a score of 4, needs a lot of improvement.

---

### SECTION 8.4 FIRE PROTECTION AND EMERGENCY SERVICES

Pe Ell is served by the Lewis County Fire Protection District number 11, which is one of 18 local fire districts in the county. The Town of Pe Ell's fire department is combined with Lewis County Fire District number 11. Personnel consists of a fire chief and approximately 20 volunteers. The volunteer fire department holds meetings on the second and fourth Wednesdays of the month. The combined town and county fire protection services are further supported by mutual aid agreements with other Lewis County fire protection districts (numbers 13 and 16). Average response times are six to eight

Draft version1, June 2024

minutes according to town staff. Fire equipment includes: a 1978 model 3000 gallon tender in good condition; a 1972 model 1000 gallon per minute truck in good condition; and a 1995 model 1250 gallon per minute truck in excellent condition. Given the conditions of existing pieces of equipment, no short-term equipment needs have been identified by the Fire Department. However, fire hydrant improvements are needed as discussed under the section on the water system.

Fire protection received relatively good ratings in the 1992 survey; only 9% indicated this service needed improvement. In 2000, only 5% indicated fire protection needed a lot of improvement.

Emergency medical services are provided by the Pe Ell Ambulance Auxiliary. Equipment consists of two ambulances and one rescue van. No short-term additional equipment needs have been identified. The 1992 survey did not address emergency medical services. In 2000, nearly half of the respondents gave emergency medical services the highest ranking.

---

#### SECTION 8.5 EDUCATION

The Pe Ell consolidated school serves grades Kindergarten through six, junior high and senior high school students. Classes are comparatively small and allow for close relationships between the faculty and students. The school is located in the northern part of town west of Highway 6. The Pe Ell school board meets on the second Wednesday of the month. Local education services were not specifically included in the 1992 survey. In 2000, half of survey respondents gave the public school the highest ranking, and only 12% gave it the lowest ranking.

Higher education is available in Lewis County. Centralia College operates its main campus in Centralia and maintains an open admissions policy for anyone with a diploma from an accredited high school or with a general education diploma.

---

#### SECTION 8.6 GENERAL GOVERNMENT

Pe Ell is served by a Mayor and Town Council that meets on the first and third Tuesdays of the month in town hall on Main Street. Total employment in the town is five. The town hall received low scores in the 2000 community survey (22% with score 3 and 62% with score 4) but the facility has since been replaced. The new town hall provides public meeting space and offices for town staff; Planning Commission members have expressed a desire for an animal control officer and better enforcement of the curfew.

---

#### SECTION 8.7 HEALTH AND HOSPITALS

Hospitals are located in Chehalis and Centralia; Providence Hospital maintains a campus in both cities. The Centralia campus is the primary health care facility for Lewis County. Total capacity at the two

Draft version1, June 2024



hospitals is 213 beds'. The Town of Pe Ell has an independent (full family- practice) medical clinic. There are approximately 80 doctors and 30 dentists located in Lewis County.

---

#### SECTION 8.8 SOLID WASTE COLLECTION AND DISPOSAL

Incorporated cities in Lewis County maintain contracts with refuse companies to provide garbage collection for residential and commercial waste. In addition, Lewis County maintains eight drop-box sites and two transfer stations, where unincorporated residents may dispose of solid waste. The county's landfill in Centralia was closed in April 1994· a transfer station is in operation at the site now. Solid waste is disposed of out of the county With the county and other incorporated cities and towns in Lewis County, Pe Ell adopted a comprehensive solid waste management plan in November 1990. Countywide planning policies support participation in a countywide recycling program. Animal control services are provided by Lewis County's Community Services Department.

---

#### SECTION 8.9 PARKS AND RECREATION

The town has one small park of approximately one acre. There are thirty local and county parks and over 27 athletic fields in the county. Abundant outdoor recreation opportunities are available in the Rainbow Falls State Park near Pe Ell, in the national forests and national parks east of Pe Ell, in the state forest northwest of Pe Ell, and along the Washington Coast. For cultural entertainment, Lewis County has two museums, 26 historical sites, ten community centers, six libraries, and two performing arts centers.

The 1992 community survey indicates little satisfaction with the existing park facility. A majority of the respondents indicated that the existing park needs improvement, and only 8 respondents rated the park service as "good." No specific written comments were noted in the survey relative to deficiencies in the park, although one written comment revealed that any recreation improvements would likely be vandalized. In 2000, a full 71% of the survey respondents thought that the town park needed a lot of improvement.

In addition to the town park, the right-of-way of the old Northern Pacific Railroad which bisects the town has been converted to a linear park under a "rail to trail" project. This project provides additional recreation opportunities.

---

#### SECTION 8.10 UTILITIES

The Town of Pe Ell is served with electricity by the Public Utility District (PUD). Phone service is provided by Century Tel. Cable television is provided by Millenium Digital Cable. The town has a limited storm drainage system; a few short storm water drains exist in town (4th Avenue, 3<sup>rd</sup> Street North, 6<sup>th</sup> Avenue West, Pe Ell Avenue and Main Street). There are no known major utility installations planned or needed in Pe Ell (electricity, natural gas, cable television, etc.). However, the old railroad right-of-way offers a potential path through town if major service lines are needed in the future. Water and sanitary sewer facilities are discussed in the following sections.

Draft version1, June 2024

Utilities (excluding water, sanitary sewer, and storm drainage) received the highest rating of the services identified in the 1992 survey. Only six respondents indicated a need for improvement. On the other hand, storm water drainage was identified by 74 respondents (40%) as needing improvement.

---

#### SECTION 8.11 WATER SUPPLY, TREATMENT, AND DISTRIBUTION

The town serves approximately 375 water customers. Many of these customers are located outside the existing town limits. Weyerhaeuser is a major customer. Pe Ell is permitted to withdrawal up to 1,296,000 gallons from Lester Creek and up to 1,296,000 gallons from the Chehalis River according to the town's public works staff. Average daily water consumption is 220,000 gallons per day with peak consumption of 330,000 gallons per day, so there is adequate supply to meet future needs.

Water plant treatment consists of a slow sand filter and chlorine. Town water personnel consist of a Water Superintendent and one maintenance person. The treatment plant has an auto chemical feed system and new pipe work on the raw and finished water sides of the filter basins, according to the town's water superintendent.

The town has performed significant improvements to the water system since 1997, including water main replacements, a major upgrade to the treatment plant, reservoir cleaning; leak detection,

and installing over 8,500 linear feet of new water lines. Many of these projects were financed with grant funding. As a result of these completed projects, major upgrades will not be required for several years.

The water line distribution system suffers from some problems. Some of the water lines are too old or too small to adequately serve projected needs. Water pressure is poor for lines along Hill Street and Vine Street. Many of the existing fire hydrants need replacing, and new fire hydrants need to be installed to ensure adequate fire protection.

Both water quantity and water quantity were included in the 1992 community needs survey. Water quantity received generally favorable ratings; 15 percent of the respondents indicated improvements were needed. Regarding water quality, a majority found this service good or adequate. However, nearly one-third (32%) indicated at that time that water quality needed improvement. Very few respondents had no opinion on the issue of water quality (see Table 8.1.). Written comments provided from the survey indicated that the downtown water distribution lines are in need of repair or replacement, and a common written comment was that the water (and sewer rates) were too high.

---

## SECTION 8.12 SANITARY SEWER COLLECTION AND TREATMENT

Pe Ell serves 320 sewer customers inside its town limits and three customers immediately outside the town limits. The town's sewage treatment plant is located in the northwest corner of the town limits along the Chehalis River. The treatment method is an "oxidation ditch" according to town staff. Permitted discharge is 139,680 gallons per day. The plant's peak capacity is 2.9 million gallons per day (MGD), with a summer peak of 0.78 MGD. The treatment plant and sludge handling facility have adequate capacity to serve the projected needs. Some infiltration and inflow ("I and I") is in the collection system, though the town is performing steps to reduce I and I. The town benefited from loans and grant funding provided by USDA Rural Development, the Washington Department of Ecology, and the Community Development Block Grant program to upgrade the wastewater treatment system. Previously the system had been so deficient that the Department of Ecology had to place a moratorium on new sewer connections. The town now has sufficient capacity for the next 20-30 years, according to the town engineer.

Sewer treatment facilities received relatively favorable ratings in the 1992 survey, although nearly one-quarter of the respondents indicated improvement was needed.

---

## SECTION 8.13 COMMUNITY FACILITIES AND SERVICES OBJECTIVES

The following objectives are hereby adopted to supplement the countywide planning policies for public facilities and services.

### **Police Protection**

- 1) Maintain an adequate police force to respond to all emergency calls within five minutes,
- 2) Maintain all police equipment in good condition.
- 3) Patrol all public properties on a regular basis.

### **Fire Protection and Emergency Services**

- 1) Maintain an adequate volunteer fire-fighting force to respond to all emergency calls within eight minutes.
- 2) Maintain all fire equipment in good condition.
- 3) Upgrade fire hydrants throughout the town to ensure adequate water supply for fire-fighting.
- 4) Maintain adequate response times for emergency medical services.

### **General Government**

- 1) Maintain adequate staffing levels to provide appropriate customer service to Pe Ell

Draft version1, June 2024

residents, including such services as animal control and curfew enforcement

### **Solid Waste Collection**

- 1) Continue the private contracting of garbage collection in Pe Ell.
- 2) Participate in the countywide recycling program.

### **Parks and Recreation**

- 1) Upgrade the existing town park with new equipment.
- 2) Coordinate with county recreation programs where possible.
- 3) Coordinate with the Pe Ell school for use of school recreation facilities and meeting spaces by community groups and residents.

### **Utilities**

- 1) Provide for additional utility lines and installations where needed.
- 2) Utilize the abandoned railroad right-of-way as a potential corridor for future utility lines, as necessary.
- 3) Utility distribution sites should be allowed within residential areas and may be considered "essential public facilities."
- 4) Substations shall be properly fenced to prevent access to hazardous equipment, and the utility must make reasonable efforts to minimize adverse impacts on the surrounding neighborhood.
- 5) The undergrounding of utility distribution lines should be encouraged where feasible.

### **Water**

- 1) Maintain adequate water supply to meet future needs of the Town and the urban growth area.
- 2) Repair or replace existing water lines where necessary, according to an engineered water facility master plan.
- 3) Ensure the appropriate operation of the water treatment plant in accordance with established standards.
- 4) Require that all development taking place within the urban growth area be served by the town's water system.
- 5) Upgrade existing fire hydrants, install new fire hydrants, and require new developments to install adequate fire hydrants according to a standard of one hydrant for each 300 feet of property frontage.

### **Sanitary Sewer**

- 1) Maintain adequate sewer treatment to meet future needs of the Town and the urban growth area.

Draft version1, June 2024

- 2) Repair or replace existing sanitary sewer lines where necessary, according to an engineered sanitary sewer master plan.
- 3) Ensure the appropriate operation of the sewage treatment plant in accordance with established standards.
- 4) Require that all development, except for that classified as low density residential taking place within the urban growth area be connected to the town's sanitary sewer system.

### **Storm Drainage**

- 1) Repair or replace existing storm water detention facilities and install new drainage facilities as appropriate according to a storm drainage master plan.
- 2) Require, through land development regulations, that new non- residential developments provide adequate on-site storm water detention or retention facilities.
- 3) For non-residential developments within 300 feet of the Chehalis River; consider the impact of storm water runoff as part of the land use review/approval process.

## **CHAPTER NINE: CAPITAL FACILITIES PLAN**

The purpose of this chapter is to establish strategies for the implementation of the various goals, policies, objectives and strategies established in this comprehensive plan. An implementation strategy is necessary to ensure that the comprehensive plan is used by community leaders as a guide to make decisions affecting the community's future. The comprehensive plan should be consulted when considering land use changes and in all development decisions.

The Washington Growth Management Act requires a capital facilities plan (CFP) element. The purpose of the capital facilities plan is to inventory public capital facilities, forecast future needs, propose locations and capacities of new facilities needed, provide a six year financing plan, and reassess the land use element if funding shortfalls occur.<sup>62</sup> Much of the capital facilities inventory is provided in the prior two chapters on community facilities and services, and transportation. State administrative rules for growth management recommend biennial updates of the capital facilities plan. The state has also prepared a guidebook for use in preparing local capital facilities plans. This guidebook was consulted in preparing Pe Ell's capital facilities plan.

---

### **SECTION 9.1 REASONS FOR PREPARING A CAPITAL FACILITIES PLAN (CFP)**

There are several reasons for identifying the future needs of capital facilities. Some of these are: demonstrate the need for facilities and the revenues to pay for them; integrate longer term capital improvement programming into the city's annual budget process; become eligible for certain revenue sources, such as impact fees, loans, real estate excise taxes, and "public works trust fund loans," which require CFPs to qualify for the revenue. In addition to these purposes, the capital facilities plan helps the city coordinate the necessary facilities and their timely provision to address projected growth needs.

**Draft version1, June 2024**

---

## SECTION 9.2 REASONS FOR PROVIDING AN IMPLEMENTATION COMPONENT

Although the capital facilities plan, and certain other implementation measures such as critical area ordinances and land use regulations, are the only required implementation components according to the state Growth Management Act, it is wise to construct a guide which the Town of Pe Ell can use to actually carry out the plan provisions.

---

## SECTION 9.3 IMPLEMENTATION MEASURES

Table 9.1 provides guidance to assist with carrying out the goals, policies, and objectives discussed in previous chapters. The table identifies specific subject areas addressed by the Comprehensive Plan, refers to the applicable sections of the document, and outlines one or more responsible parties for each subject.

**TABLE 10.1  
PLAN IMPLEMENTATION**

<b>SUBJECT AREA</b>	<b>SECTION IN COMPREHENSIVE PLAN</b>	<b>RESPONSIBLE PARTIES</b>
Housing	3.10	Town Council
Economic Development	4.6	Downtown Revitalization Committee, Beautification Committee
Natural Resources, Environment, and Open Space	5.8	Planning Commission, Beautification Committee
Land Use/Urban Growth Area	6.6.4, 7.4	Planning Commission, Town Council
Public Facilities/Transportation	8.14,9.5	Town Council, Town Engineer, Town Staff

---

## SECTION 9.4 CAPITAL FACILITIES PLAN

The capital facilities plan (CFP) is presented in tabular format in Table 9.4.

This section is a place holder for the capital facilities plan which will be created and made up to date for adoption in June 2025.

## APPENDIX

---

### PUBLIC PARTICIPATION PLAN FOR PE ELL 2025 COMPREHENSIVE PLAN AND ZONING UPDATES

Draft version1, June 2024

DRAFT